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ABSTRACT

Pursuant to the 1974 House of Representative Committee Rules, the Committee on Education and Labor is charged with legislative responsibility for all Federal laws affecting American Indian education, and these hearings represent the committee's attempt to gain insight into those laws affecting American Indian elementary/secondary and higher education as administered by the Bureau of Indian Affairs. Testimony relative to educational programs, funding, legislation, needs, site selection, cultural awareness, jurisdiction, etc., is presented for representatives from: National Indian Education Association; Program Services of the Alaska State Operated School System; Alaska State Department of Education (Deputy Commissioner of Education); Office of Indian Education, U.S. Office of Education, Department of Health, Education, and Welfare (Deputy Commissioner); Indian Library Services Technical Assistance Center (Assistant Director); Alaska Federation of Natives; Indian Education Act Program; Advocates for Indian Education; Coalition of Indian Controlled School Boards, Inc.; Bureau of Indian Affairs, U.S. Department of the Interior (Commissioner); National Advisory Council on Indian Education; Pine Ridge Reservation; Alaska Unorganized Borough School District (Anchorage); Institute for the Development of Indian Law (Washington, D.C.). (JC)

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OVERSIGHT HEARINGS ON LAWS AFFECTING INDIAN EDUCATION

HEARINGS BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION OF THE COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES NINETY-FOURTH CONGRESS FIRST SESSION

HEARINGS HELD IN WASHINGTON, D.C., JULY 28, 29,
AND ANCHORAGE, ALASKA, AUGUST 5, 1975

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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OVERSIGHT HEARINGS ON LAWS AFFECTING INDIAN EDUCATION

MONDAY, JULY 28, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY, AND VOCATIONAL EDUCATION,
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:35 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Meeds, Mottl, Hall, Pressler, and Goodling.

Staff present: John F. Jennings, majority counsel; Chris Cross, minority legislative associate; Yvonne Franklin, minority legislative associate; and Dean Shalinian, clerk assistant.

Chairman PERKINS. The hearing will be in order. A quorum is present.

The Subcommittee on Elementary, Secondary, and Vocational Education is conducting oversight hearings today and tomorrow on Indian education. It is the purpose of these hearings to gain a general overview of all the major programs maintained by the Federal Government for the benefit of Indian children and adults.

Pursuant to the new rules on committee jurisdiction, adopted last year by the House of Representatives, the Committee on Education and Labor is now charged with legislative responsibility for all Federal laws affecting Indian education.

The committee is familiar with Indian education laws administered by the U.S. Office of Education, but we are not very familiar with those laws administered by the Bureau of Indian Affairs.

We recognize the importance of learning more about the BIA programs, since the Bureau of Indian Affairs has been the chief instrument for carrying out the special relationship between the Federal Government and the Indian nations and tribes.

In that regard, we are very fortunate to have, serving as a senior member of this committee, Congressman Lloyd Meeds, who also serves as chairman of the Subcommittee on Indian Affairs of the House Committee on the Interior.

Congressman Meeds will, for all intent and purposes, conduct these hearings. I am just here as one of his assistants. Lloyd will bring to our deliberations a deep knowledge of all Federal programs affecting Indians, and we will rely heavily upon that knowledge in making many of our decisions.

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It is our hope that in the future we will have more oversight hearings, perhaps 200 or 300 percent more than we have ever conducted in the past because we want to improve the programs that affect the Indians of this country.

It is a great pleasure for me at this time to call upon Mr. Morris Thompson, the Commissioner of the Bureau of Indian Affairs, Department of the Interior.

Please come around, Mr. Thompson.

Also, we are pleased to have Dr. William G. Demmett, Deputy Commissioner of Indian Education, Office of Education, who is accompanied by Mr. Richard Hastings and Dr. Albert Alford, who has been with us for many years.

Right now we will hear from Mr. Thompson. Without objection, your prepared statement will be inserted in the record at this point, and you may proceed in any way you choose.

Mr. Goodling: Do you want to say anything at this time?

Mr. GOODLING: No.

Chairman PERKINS: Mr. Meeds, is there anything you want to say at this point?

Mr. MEEDS: No.

Chairman PERKINS: Go right ahead with your statement, Mr. Thompson.

[Prepared statement of Morris Thompson follows:]

PREPARED STATEMENT OF MORRIS THOMPSON, COMMISSIONER OF INDIAN AFFAIRS

BIA INDIAN EDUCATION

The Bureau of Indian Affairs (BIA) provides educational services to Indians who are one-quarter or more Indian by blood quantum. The largest single service program of the BIA is Education. A review of the statutory authorizations reflects the general approach to the BIA's Education program.

The basic statutory authorities are: the "Syder Act of 1921" (25 U.S.C. 13), the "Johnson-O'Malley Act" (25 U.S.C. 452-457), and the recent Indian Self-Determination and Education Assistance Act (P.L. 93-638). There are other statutes which deal with Indian education, but these three provide basic authority and direction to the Bureau's Education program. Appendix A presents a more complete identification of statutes relating to the BIA's Education Program.

The BIA has an exceedingly long history of working directly with Indian tribes at the community level. It is an "Operational" agency which provides services to Indian tribes, including direct educational services to Indian children and operation of educational facilities. It also provides assistance to public and tribally operated schools serving Indian children.

It is important to emphasize the long standing grassroots relationship between tribes and the BIA that is characterized by providing direct services. The BIA is administratively structured to relate to tribes on a national basis; this structure has existed in one form or another since 1932. Recognition of this organizational and functional reality is the key to an understanding of Indian education.

The BIA Education Appropriation for Fiscal Year 1975 was in excess of \$221 million. This amount included the following programs: Federal School Operations; Assistance to Public Schools (Johnson-O'Malley); Career Development (Higher Education, Adult Education, Adult Vocational Education); and School Construction. Additionally, \$20 million in grants from the Department of Health, Education, and Welfare was allocated to Indian youth attending BIA schools.

In fiscal year 1974, the BIA operated 194 schools with an enrollment of 49,524 Indian, Aleut, and Eskimo children, and 19 dormitories for an additional 3,294 children attending public schools. One hundred and four tribes or groups served by the BIA were represented in fiscal year 1974. Of those Indians in Federal schools, 17,068 were in day school and 32,456 were in boarding schools. Schools range in size from one-room rural schools to consolidated schools with an enrollment of 500 or more. The BIA operates seventeen off-reservation boarding schools

enrolling primarily high school age students. The program of assistance (Johnson-O'Malley) to non-Bureau school involves over 113,000 students with 32 contracts to tribes, 71 contracts to public school districts, and 9 contracts to states. The distribution of funds for the JOM program is shown in Appendix B. Almost 70 percent of all Indian children served by the BIA attend public schools with about 25 percent attending Federal schools; the remainder attend private schools.

For fiscal year 1974, 13 school programs were contracted to tribal groups. This arrangement makes it possible for a tribe to assume full control of the operation of previously Federal and private schools. Total enrollment in these schools was 2,469.

As a part of the Career Development program, the Bureau provides scholarship assistance to Indians attending colleges and universities throughout the United States. For fiscal year 1975, there were 14,700 grantees and 1,500 graduates. There has been a growing desire on the part of Indian youth to attend colleges and universities. Appendix C provides a ten-year summary of the program.

For fiscal year 1975, approximately \$28 million was appropriated for new school construction. School construction is one area in which there is great need. It is estimated that the total backlog of need for new schools approaches \$500 million, but this amount has not been evaluated by the Department.

On January 4, of this year the President signed Public Law 93-638, which is titled, "The Indian Self-Determination and Education Assistance Act." This is one of the most significant laws in the field of Indian Affairs to be passed in many years. It has the basic purpose of strengthening the potential for Indian tribes to assume control of all BIA Education programs as well as other BIA and Indian Health Service programs. The BIA has been working diligently the past few months in developing regulations to implement this law by November 4, 1975. Suffice it to say that it is our hope that Indian tribes will in time control their own schools and Public Law 93-638 will have done much to help it come about.

At this point, I would like to point out several activities in the Bureau that will better explain what is taking place. The implementation of Public Law 93-638 serves as a good springboard for discussing other developments in BIA Education activities. During the 1975 fiscal year, as a part of the Administration's Management by Objectives program, the Bureau developed a project aimed at strengthening the process of turning Federal schools over to tribal control. An objective was developed which stated: "By the end of FY 1975, in at least one-fourth (25) of the Bureau schools, by official action of a Tribal or Alaskan village government, a choice of the management system will be made by those served by the schools." The project was developed in a manner providing a process leading to an informed decision. In excess of seventy schools participated and four schools changed from Federal to a non-Federal status through tribal referendum. The project is being continued through FY 76.

During the school years 1973-74, and 1974-75, the BIA carefully developed a program in Student Rights and Responsibilities that is a leader in the field. The outcome of the program is a Student Bill of Education Rights and Procedural Due Process for students that has been entered in the Code of Federal Regulations (CFR). (See Appendix D.) (Placed in Subcommittee files.) A companion to the CFR material has been the introduction of law-related curricula and the delineation of student responsibilities. This work anticipated recent Supreme Court decisions and we believe that it fully meets the requirements of the law and has placed Indian youth in a fair and just legal position regarding their basic rights.

In providing assistance to Indian children enrolled in public schools, the BIA has instituted procedures that place control of programs and funds under direction of tribal committees. The procedure was started some four years ago but is not yet standard practice throughout the country. (See Appendix E.) (Placed in Subcommittee files.)

In general, it has been the policy of the BIA for almost five decades to emphasize localism in Indian education. This policy is a reflection of legislative action on the part of the Congress and can be traced to the Indian Reorganization Act of 1934. It is consistent with the recent enactment of Public Law 93-638 which will further strengthen tribal governments so that they may assume control of the education of their children in a manner consistent with other local governments.

It should be noted that the BIA's Objective, as delineated in its Management by Objective program, emphasizes tribal governments. In brief, the BIA has a long history of working with tribes toward greater and greater local control of education. Public Law 93-638 represents an innovation and has served as a catalyst on the long road to Indian control of Indian education.

It is important to know that the characteristics of Indian children enrolled in BIA schools are extraordinary when compared to those of the non-Indians. In some respects Indian children have characteristics similar to other minorities, but for the most part, here, too, Indian children in BIA schools are also different from other minorities. The differences between Indian children and others is related to their cultural heritage and to what this means in terms of language and basic differences in perspective regarding a world view.

The BIA, in order to meet the educational needs of Indian children, has developed specialized curricula in such areas as bilingual-bicultural education, the social studies, science, music, art and early childhood education.

In order to develop an identifiable accountability activity, BIA is implementing an Education Information System which is a management information system. This system is composed of five subsystems: student enrollment, curriculum, staff, facilities, and community. The subsystem in student enrollment will be fully operational by the end of the school year 1975-76. The curriculum subsystem will enter a preliminary phase in 1975-76, and will be in operation at the end of 1976-77. The staff subsystem will be completed by the conclusion of 1976-77. The facilities subsystem will be completed by the end of school year 1976-77 and the community subsystem will be completed by the conclusion of 1977-78. This entire system is being applied at first to Federal school operations and is adaptable with minor modifications to the full range of BIA education programs. Schools contracted to tribes are already included in the system. In time the BIA will be able to respond with relative efficiency and improved accuracy to education information needs.

It should also be pointed out that the BIA is in the process of developing regulations governing student records and information. This is a project that is closely related to the Student Right and Information program, and to the Education Information System. For instance, student records that form the base of the enrollment subsystem have been reviewed in relationship to a number of new law requirements, including the Freedom of Information Act, the Privacy Act of 1974, and the Buckley Amendment (part of Public Law 93-380).

THE U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, AND THE BUREAU OF INDIAN AFFAIRS

The relationship between the USOE and BIA is analogous to one that would exist between USOE and a state department of education. For instance, the BIA has for a long time participated in programs such as Public Law 81-874, which provides aid to Federally impacted areas. With the passage of the Elementary and Secondary Education Act of 1965, the BIA related to USOE in a quasi-state manner so that Indian children could participate fully in this program. Of course, the BIA has continued this relationship, and expanded it under the programs provided in Public Law 93-380. Additionally, BIA has worked closely with USOE regarding Public Law 81-815 which provides funds for public school construction for Indian children. Public Law 81-815 was modified with the recent passage of Public Law 93-380 and a somewhat different relationship will be required in the future.

The usual manner of formalizing the relationship between BIA and USOE is not unlike that required of a state or public school district. This is especially the case regarding Public Law 93-380. In each program, the regulations and guidelines promulgated by USOE are followed by BIA and the aid provided is thereby made available to Federal schools. If guidelines and regulations are not applied to the BIA, then a memorandum of understanding between the BIA and USOE is developed. Examples of such programs are described in the following paragraphs.

Title I funds are provided to the Bureau as authorized in Public Law 93-380 and under a memorandum of understanding agreed to by the Commissioner, U.S. Office of Education, and the Commissioner of Indian Affairs. The Bureau maintains direct contact with the U.S. Office of Education through the BIA Central Office. (See Appendix E.)

As indicated by our annual report for fiscal year 1974, the BIA had 149 projects in 209 schools. In F.Y. 1975 USOE allotted \$17,567,233 for an estimated 49,513 identified students in the Bureau operated or funded non-public schools. These funds provided supplementary services to students in the basic areas of reading, math, and language arts. The information for our 1975 annual reports has not been received yet, but based on past information and reports, students

receiving supplementary services are gaining one month academically for each month's participation in Title I funded projects.

Appendix G provides a succinct synopsis of BIA Title I activities.

Title II of Public Law 93-380 provides supplementary books and media materials for use in Bureau-operated schools. The amount normally provided is modest, therefore, it is concentrated in specific locations. The amount received in fiscal year 1975 was approximately \$129,848.

Title III of Public Law 93-380 provides for pilot projects which are creative and innovative with the intent of leading to the improvement of instruction. The funds are expended to a proved projects which are received for review by the Title III Advisory Council. The total amount allocated for fiscal year 1975 is \$302,871. Title III is operating on the basis of a State Plan.

The Bureau of Indian Affairs, Office of Indian Education Programs, works closely with the U.S. Office of Education to obtain participation in those programs funded by USOE for which the BIA is eligible. Currently, the BIA applies approximately \$2.3 million of the approximately \$20 million provided the BIA through ESEA, Title I, to programs for education of the handicapped. Also applied are 15 percent set-aside monies that are directed in Title III to the same purpose. Recently, BIA was able to secure quasi-Statehood status for the BIA in reference to Part B of the Education of the Handicapped Act. This entitles the BIA to submit a State Plan and participate in the programs of Part B of the Education of the Handicapped Act on a basis comparable to a State. In fiscal year 1975, the BIA received \$970,000 through Part B of the Education of Handicapped Act to be applied to Special Education Programs for Handicapped Indian students.

Additionally, the BIA works in close cooperation with the USOE in the operation of Higher Education Assistance Programs. Through this means a "Memorandum of Understanding" was developed (Appendix F) that was signed by me (the BIA Commissioner) and then USOE Commissioner, Mr. John Ottina. This in turn caused the USOE to distribute a "Dear Colleague" letter to all financial aid officers at colleges and universities, instructing them to prepare financial aid packages for needy Indian students on a comparable basis to those they prepare for any other student. Needy Indian students continue to enjoy a unique relationship with the BIA in this matter. A recent evaluation of our Higher Education Assistance Program revealed a high percent of satisfaction with its operation on the part of the participants.

The above is not a complete list of non-Interior Federal education programs in which BIA participates on behalf of Indian tribes. It does not contain the details of the relationship between BIA and USOE on Public Law 81-815 which was recently modified and for which new regulations are being promulgated. What has been presented is a description of how the BIA relates to other Federal agencies on behalf of Indian tribes.

In addition to the above, the BIA carries on an informal relationship with the USOE Office of Indian Education, which was established by the Indian Education Act of 1972. The two Commissioners have met and established liaison between the agencies. In follow-up, BIA Central Office Education staff have met with staff of the USOE Office of Indian Education and have established joint committees for liaison purposes. Unlike other programs in USOE, the office of Indian Education carries its programs directly to tribes.

This concludes my statement.

APPENDIX A—STATUTES

AUTHORIZING FEDERAL STATUTES PERTINENT TO INDIAN EDUCATION, BUREAU OF INDIAN AFFAIRS

5 USC APPENDIX PAGE 530—REORGANIZATION PLAN—NO. 3 OF 1950; 64 STAT. 1262

All the functions of the Commissioner of Indian Affairs and of the Bureau of Indian Affairs and its employees were transferred to the Secretary of the Interior.

25 U.S.C. § 2—ACT OF JULY 9, 1832; 4 STAT. 564

Duties of Commissioner of Indian Affairs.—The Commissioner of Indian Affairs shall, under the direction of the Secretary of the Interior, and agreeably

to such regulations as the President may prescribe, have the management of all Indian affairs and of all matters arising out of Indian relations. R. S. § 463.

25 U.S.C. § 13—ACT OF NOVEMBER 2, 1921; 42 STAT. 208

Expenditure of appropriations by Bureau of Indian Affairs.—The Bureau of Indian Affairs, under the supervision of the Secretary of the Interior, shall direct, supervise, and expend such moneys as Congress may from time to time appropriate for the benefit, care, and assistance of the Indians throughout the United States for the following purposes:

General support and civilization, including education.

For relief of distress and conservation of health.

For industrial assistance and advancement and general administration of Indian property

For extension, improvement, operation, and maintenance of existing Indian irrigation systems and for development of water supplies.

For the enlargement, extension, improvement, and repair of the buildings and grounds of existing plants and projects.

For the employment of inspectors, supervisors, superintendents, clerks, field matrons, farmers, physicians, Indian police, Indian judges, and other employees.

For the suppression of traffic in intoxicating liquor and deleterious drugs.

For the purchase of horse-drawn and motor-propelled passenger-carrying vehicles for official use.

And for general and incidental expenses in connection with the administration of Indian affairs. Nov. 2, 1921, c. 115, 42 Stat. 208.

25 U.S.C. § 295—ACT OF APRIL 30, 1908; 35 STAT. 72

Supervision of expenditure of appropriations for school purposes.—All expenditure of money appropriated for school purposes among the Indians, shall be at all times under the supervisions and direction of the Commissioner of Indian Affairs, and in all respects in conformity with such conditions, rules, and regulations as to the conduct and methods of instruction and expenditure of money be from time to time prescribed by him, subject to the supervision of the Secretary of the Interior. Apr. 30, 1908, c. 153, 35 Stat. 72.

ACT OF JUNE 2, 1924; 43 STAT. 253

All non-citizen Indians born within the territorial limits of the U.S. were made citizens of the U.S. and of the States in which they reside.

25 U.S.C. § 297—ACT OF MAY 25, 1918; 40 STAT. 564

Expenditure for children with less than one-fourth Indian blood.—No appropriation, except appropriations made pursuant to treaties, shall be used to educate children of less than one-fourth Indian blood whose parents are citizens of the United States and and of the State wherein they live and where there are adequate free school facilities provided. May 25, 1918, c. 86, § 1, 40 Stat. 564.

25 U.S.C. § 282—ACT OF FEBRUARY 14, 1920; 14 STAT. 410

Regulations by Secretary of Interior to secure attendance at school.—The Secretary of the Interior is authorized to make and enforce such rules and regulations as may be necessary to secure the enrollment and regular attendance of eligible Indian children who are wards of the Government in schools maintained for their benefit by the United States or in public schools. Feb. 14, 1920, c. 75, § 1, 41 Stat. 410.

25 U.S.C. § 231—ACT OF FEBRUARY 15, 1929; 45 STAT. 1185

Enforcement of State laws affecting health and education; entry of State employees on Indian lands.—The Secretary of Interior, under such rules and regula-

tions as he may prescribe, shall permit the agents and employees of any State to enter upon Indian tribal lands, reservations, or allotments therein (1) for the purpose of making inspection of health and educational conditions and enforcing sanitation and quarantine regulations or (2) to enforce the penalties of State compulsory school attendance laws against Indian children, and parents, or other persons in loco parentis except that this subparagraph (2) shall not apply to Indians of any tribe in which a duly constituted governing body exists until such body has adopted a resolution consenting to such application. Feb. 15, 1929, c. 216, 45 Stat. 1186; Aug. 9, 1946, c. 950, 60 Stat. 962.

25 U.S.C. § 452-457—ACT OF JUNE 4, 1936; 48 STAT. 596

Contracts for education, medical, attention, relief and social welfare of Indians.—Section 1: The Secretary of the Interior is authorized, in his discretion, to enter into a contract or contracts with any State or Territory, or political subdivision thereof, or with any State university, college, or school, or with any appropriate State or private corporation, agency, or institution, for the education * * * of Indians in such State or Territory through the agencies of the State or Territory or of the corporations and organizations hereinbefore named, and to expend under such contract or contracts, moneys appropriated by Congress for the education * * * of Indians in such State or Territory.

Use of Government property by contractors.—Section 2: The Secretary of the Interior, in making any contract authorized by this Act may permit such contracting party to utilize, for the purposes of said sections, existing school buildings, hospitals, and other facilities, and all equipment therein or appertaining thereto, including livestock and other personal property owned by the Government, under such terms and conditions as may be agreed upon for their use and maintenance.

Rules and regulations; minimum standards of service.—Section 3: The Secretary of the Interior is authorized to perform any and all acts and to make such rules and regulations, including minimum standards of service, as may be necessary and proper for the purpose of carrying the provisions of this Act into effect: *Provided*, That such minimum standards of service are not less than the highest unattained by the States or Territories within which said contract or contracts, as herein provided, are to be effect.

Contracts for the education of Indians—Education plan.—Section 5: The Secretary of the Interior shall not enter into any contract for the education of Indians unless the prospective contractor has submitted to, and has had approved by the Secretary of the Interior, an education plan, which plan, in the determination of the Secretary, contains educational objectives which adequately address the educational needs of the Indian students who are to be beneficiaries of the contract and assures that the contract is capable of meeting such objectives: *Provided*, That where students participate in such programs, money expended under such contract shall be prorated to cover the participation of only the Indian students.

Local committees.—Section 5: (a) Whenever a school district affected by a contract or contracts for the education of Indians pursuant to this Act has a local school board not composed of a majority of Indians, the parents of the Indian children enrolled in the school or schools affected by such contract or contracts shall elect a local committee from among their number. Such committee shall fully participate in the development of, and shall have the authority to approve or disapprove programs to be conducted under such contract or contracts, and shall carry out such other duties, and be so structured, as the Secretary of the Interior shall by regulation provide: *Provided, however*, That, whenever a local Indian committee or committees established pursuant to section 305 (b) (2) (B) (ii) of the Act of June 23, 1972 (86 Stat. 235) or an Indian advisory school board or boards established pursuant to this Act prior to the date of enactment of this section exists in such school district, such committee or board may, in the discretion of the affected tribal governing body or bodies, be utilized for the purposes of this section.

(b) The Secretary of the Interior may, in his discretion, revoke any contract if the contract fails to permit a local committee to perform its duties pursuant to subsection (a).

Reimbursement for certain out-of-State students.—Section 6: Any school district educating Indian students who are members of recognized Indian tribes, who do not normally reside in the State in which such school district is located, and who are residing in Federal boarding facilities for the purposes of attending public schools within such district may, in the discretion of the Secretary of the Interior, be reimbursed by him for the full per capita costs of educating such Indian students.

25 U.S.C. § 471—ACT OF JUNE 18, 1934; 48 STAT. 986

Vocational and trade schools; appropriation for tuition.—There is hereby authorized to be appropriated, out of any funds in the United States Treasury not otherwise appropriated, a sum not to exceed \$250,000 annually, together with any unexpended balances of previous appropriations made pursuant to this section, for loans to Indians for the payment of tuition and other expenses in recognized vocational and trade schools; *Provided*, That not more than \$50,000 of such sum shall be available for loans to Indian students in high schools and colleges. Such loans shall be reimbursable under rules established by the Commissioner of Indian Affairs. June 18, 1934, c 576, § 11, 48 Stat. 986.

25 U.S.C. § 309—ACT OF AUGUST 3, 1956; 70 STAT. 986

Vocational training program; eligibility; contracts or agreements.—In order to help adult Indians who reside on or near Indian reservations to obtain reasonable and satisfactory employment, the Secretary of the Interior is authorized to undertake a program of vocational counseling or guidance, institutional training in any recognized vocation or trade, apprenticeship, and on the job training, for periods that do not exceed twenty-four months, transportation to the place of training, and subsistence during the course of training. The program shall be available primarily to Indians who are not less than eighteen and not more than thirty-five years of age and who reside on or near an Indian reservation, and the program shall be conducted under such rules and regulations as the Secretary may prescribe. For the purposes of this program the Secretary is authorized to enter into contracts or agreements with any Federal, State, or local governmental agency, or with any private school which has a recognized reputation in the field of vocational education and has successfully obtained employment for its graduates in their respective fields of training, or with any corporation or association which has an existing apprenticeship or on-the-job training program which is recognized by industry and labor as leading to skilled employment. Aug. 3, 1956, c 930 § 1, 70 Stat. 986.

25 U.S.C. § 304B—ACT OF JULY 14, 1956; 70 STAT. 536

Study and investigation of Indian education in United States and Alaska; report to Congress; appropriations.—The Secretary of the Interior (hereinafter referred to as the "Secretary"), acting through the Bureau of Indian Affairs, is authorized and directed to conduct a study and investigation of Indian education in the continental United States and Alaska, including a study and investigation of (1) the education problems of Indian children from non-English speaking homes, and (2) the possibility of establishing a more orderly, equitable, and acceptable program for transferring Indian children to public schools.

The Secretary, in carrying out the provisions of this section, is authorized to enter into contracts in accordance with the provisions of sections 452-455 of this title.

Not later than two years after funds are made available to carry out the purposes of this section, the Secretary shall submit to the Congress a complete report of the results of such study and investigation, together with such recommendations as he deems desirable.

There are authorized to be appropriated such sums as may be necessary for carrying out the purposes of this section. July 14, 1956, c 588, §§ 1-4, 70 Stat. 531.

25 U.S.C. 451—NOTE PUBLIC LAW 93-268, SECTION 203; 88 STAT. 2214

After conferring with persons competent in the field of Indian education, the Secretary, in consultation with the Secretary of Health, Education, and Welfare,

shall prepare and submit to the Committees of Interior and Insular Affairs of the United States Senate and House of Representatives not later than October 1, 1975, a report which shall include:

(1) a comprehensive analysis of the Act of April 16, 1934 (48 Stat. 596), as amended, including—

(A) factors determining the allocation of funds for the special or supplemental educational programs of Indian students and current operating expenditures;

(B) the relationship of the Act of April 16, 1934 (45 Stat. 596), as amended, to—

(i) title I of the Act of September 30, 1950 (64 Stat. 1100), as amended; and

(ii) the Act of April 11, 1965 (79 Stat. 27), as amended; and

(iii) title IV of the Act of June 23, 1972 (86 Stat. 235); and

(iv) the Act of September 23, 1950 (72 Stat. 548), as amended.

(2) a specific program to meet the special educational needs of Indian children who attend public schools. Such program shall include, but not be limited to, the following:

(A) a plan for the equitable distribution of funds to meet the special or supplemental educational needs of Indian children and, where necessary, to provide general operating expenditures to schools and school districts educating Indian children; and

(B) an estimate of the cost of such program;

(3) detailed legislative recommendations to implement the program prepared pursuant to clause (2); and

(4) a specific program, together with detailed legislative recommendations, to assist the development and administration of Indian-controlled community colleges.

25 U.S.C. 458—PUBLIC LAW 93-638, SEC. 204; 88 STAT. 2214

The Secretary is authorized to provide financial assistance for public and private Indian school construction.

25 U.S.C. 458a—PUBLIC LAW 93-638, SEC. 205; 88 STAT. 2216

No funds from any grant or contract pursuant to this title shall be made available to any school district unless the Secretary is satisfied that the quality and standard of education including facilities and auxiliary services, for Indian students enrolled in the schools of such district are at least equal to that provided all other students from resources, other than resources provided in this title, available to the local school district.

25 U.S.C. 458d—PUBLIC LAW 93-638, SEC. 208; 88 STAT. 2216

The Secretary is authorized and directed to provide funds, pursuant to this Act; the Act of April 16, 1934 (48 Stat. 596), as amended; or any other authority granted to him to any tribe or tribal organization which controls and manages any previously private school. The Secretary shall transmit annually to the Committees on Interior and Insular Affairs of the United States Senate and House of Representatives a report on the educational assistance program conducted pursuant to this section.

25 U.S.C. 458e—PUBLIC LAW 93-638, SEC. 209; 88 STAT. 2217

The assistance provided in this Act for the education of Indians in the public schools of any State is in addition and supplemental to assistance provided under title IV of the Act of June 23, 1972 (86 Stat. 235).

25 U.S.C. 458c—PUBLIC LAW 93-638, SEC. 207; 88 STAT. 2216

Include requirements for consultation with appropriate national and regional Indian organizations before issuing, revising, or amending the rules and regulations implementing P.L. 93-638, Title II, the Indian Education Assistance Act.

APPENDIX B—JOHNSON O'MALLEY DISTRIBUTION OF FUNDS
JOM DISTRIBUTION OF FUNDS, SUPPLEMENTAL AND BASIC SUPPORT FUNDS

State	Number of students served	85 percent supplemental allocation	Basic support
New York	2,400	395,421	
Alaska	14,275	4,844,033	
Minnesota	2,467	793,958	
Michigan	711	157,501	
Oregon	1,025	222,440	
Wyoming	998	211,607	
Wisconsin	2,402	505,471	
Washington	5,983	1,221,305	
California	1,945	376,151	
Iowa	231	44,597	
Montana	6,124	1,197,417	
Nebraska	635	158,831	
Colorado	897	164,171	
Nevada	2,710	493,936	
Kansas	220	40,027	
Florida	245	41,496	
Arizona (Navajo)	13,016	2,179,846	
South Dakota	4,783	762,953	
New Mexico (ABQ)	6,451	1,025,505	
North Dakota	2,143	338,247	
Utah (Navajo)	1,243	185,315	
Oklahoma (Anadarko)	4,057	572,647	
Idaho	1,648	229,236	
Mississippi	100	11,501	
Arizona (Phoenix)	6,024	1,008,465	
Arizona (Peripheral) Navajo	799	133,812	
New Mexico (Navajo)	16,299	2,591,026	
New Mexico (Peripheral) Navajo	253	44,988	
Utah (Phoenix)	520	77,525	
Utah (Peripheral) Navajo	185	27,581	
Oklahoma (Muskogee)	10,522	1,485,184	
Total	113,470	21,931,700	13,870,300

1 Held in reserve.

Note: Contract distribution:

	Students
34 tribal contracts	38,049
71 district contracts	25,424
9 State contracts	48,068
Total	111,541

APPENDIX C—HIGHER EDUCATION SUMMARY
SCHOLARSHIP GRANT SUMMARY—BUREAU OF INDIAN AFFAIRS

Year	Number grantees	Number graduates	Number 4-yr program graduates	Advanced degree graduates	Number of dropouts	Percent of dropouts	Average grant	Total amount granted
1965	1,718	121	121		321	(18.6)	713	\$1,225,600
1966	1,949	131	120		355	(18.2)	752	1,464,778
1967	2,348	147	142	1	411	(17.4)	811	1,913,320
1968	2,660	181	161	10	439	(16.4)	863	2,296,000
1969	3,432	241	235	6	494	(14.4)	868	3,100,000
1970	4,271	286	282	11	625	(14.6)	882	3,848,000
1971	6,573	345	332	13	754	(14.3)	907	6,098,000
1972	12,438	652	580	72	1,665	(13.7)	1,217	15,248,000
1973	13,558	1,072	900	100	1,820	14.0	1,400	20,956,000
1974	13,500	1,300	1,150	150	1,890	14.0	1,650	22,556,000
1975	14,700	1,500	1,350	175	2,058	14.0	1,750	32,956,000

APPENDIX F—MEMORANDUM OF UNDERSTANDING, BIA AND USOE
MEMORANDUM OF UNDERSTANDING CONCERNING STUDENT FINANCIAL AID FOR AMERICAN INDIAN STUDENTS

The purpose of this memorandum is to announce the understanding held jointly by the Bureau of Indian Affairs and the U.S. Office of Education concerning student financial aid for American Indian students.

The Bureau of Indian Affairs and the U.S. Office of Education plan to coordinate more effectively existing programs and resources of post-secondary aid so

as to more adequately meet the needs of American Indian students who seek post-secondary assistance. Such post-secondary assistance stems from resources available under the National Direct Student Loan, College Work Study, SEOG, and Basic Educational Grant program activities administered by the U.S. Office of Education and scholarship funds appropriated and allocated to the Bureau of Indian Affairs as aid to Indian students. Underlying this coordination is the understanding that American Indian students have a right to both U.S. Office of Education and Bureau of Indian Affairs available student financial aid commensurate with Office of Education program statutory and regulatory requirements and commensurate with Bureau of Indian Affairs eligibility criteria concerning Indian blood quantum and need. In order to achieve such coordination and respond to this right, the U.S. Office of Education and the Bureau of Indian Affairs will further develop staff responsiveness and services in the delivery of financial aid information and assistance to American Indian students and financial aid officers.

The Bureau of Indian Affairs and the U.S. Office of Education have become increasingly concerned that Indian students are experiencing unnecessary hardships which result from inadequate coordination of student financial aid resources whose conjuncture is designed to assist them. While coordination between the U.S. Office of Education and the Bureau of Indian Affairs is necessarily a demanding and sometimes imperfect process, it is hereby reaffirmed that among all the parties who may suffer inconvenience from this imperfection, the Indian student shall bear the least possible burden.

Management and program staff of both the U.S. Office of Education and the Bureau of Indian Affairs will implement this memorandum of understanding to its fullest extent so as to maximize the right of American Indian students to financial aid.

1. Inherent in this understanding is the concept of an ongoing dialogue to provide, and improve as necessary, the American Indian students and financial aid officers who serve them with clear cut knowledge of the availability of student financial assistance. This dialogue will address:

(a) Referral of Indian students back and forth between Bureau of Indian Affairs scholarship officers and post-secondary financial aid officers due to reluctance or inability of the respective officers to make initial commitment of agency resources;

(b) Acknowledgment of the extreme poverty level of some American Indian students, recognizing the basic and special needs of Indian students; and

(c) The role of Bureau of Indian Affairs scholarship officers and post-secondary financial aid officers.

2. Furthermore, it is understood procedurally that the central office of the Bureau of Indian Affairs is responsible for making a tentative allocation of scholarship levels before the opening of most post-secondary institutions in September and for issuing guidelines which assure coordination of effort.

3. The U.S. Office of Education will prepare guidance materials (that is, "dear colleague" letters) concerning Office of Education administered programs by mid-September of each school year.

(a) Such materials will include information concerning methods for the construction of financial aid packages which take into account the policies and procedures of the Bureau of Indian Affairs.

(b) Such materials will be circulated to student financial aid officers, appropriate Bureau of Indian Affairs scholarship officers, and U.S. Office of Education Regional Offices in order to insure dissemination of current U.S. Office of Education administrative direction and assistance.

4. Construction methods of such financial aid packages will stress the use of all available U.S. Office of Education financial aid resources in conjunction with the consideration of Bureau of Indian Affairs resources.

Furthermore, it is understood that key regional higher education representatives from both agencies will be available to meet on a regular basis to resolve policy issues and effectuate procedural activities so as to maximize the delivery of financial aid information and assistance to American Indian students and financial aid officers.

U.S. Commissioner of Education.

Commissioner of Indian Affairs.

**STATEMENT OF MORRIS THOMPSON, COMMISSIONER, BUREAU OF
INDIAN AFFAIRS, U.S. DEPARTMENT OF THE INTERIOR**

Mr. THOMPSON. Mr. Chairman, we have a rather lengthy statement, and in an effort to save some time, I will endeavor to highlight my statement.

Chairman PERKINS. Without objection, your statement will be inserted in the record.

Mr. THOMPSON. Mr. Chairman, we congratulate the committee for holding these oversight hearings on Indian education, both from the Bureau of Indian Affairs' point of view, and that of USOE. I know of no more important program in the field of U.S.-Indian relations than that of education.

The Bureau of Indian Affairs provides educational services to Indians who are one-quarter or more Indian by blood quantum. The largest single service program of the BIA is education. A review of the statutory authorizations reflects the general approach to the BIA's education program.

The basic statutory authorities are the Snyder Act of 1921, the Johnson-O'Malley Act, and the recent Indian Self-Determination and Education Assistance Act. There are other statutes which deal with Indian education but these three provide basic authority and direction to the Bureau's education program.

The BIA has an exceedingly long history of working directly with Indian tribes at the community level. It is an operational agency which provides services to Indian tribes, including direct educational services to Indian children and operation of educational facilities. It also provides assistance to public and tribally operated schools serving Indian children.

The Bureau's education appropriation for fiscal year 1975 was in excess of \$221 million. This amount included the following programs: Federal school operations; assistance to public schools; career development—higher education, adult education, adult vocational education—and school construction.

Additionally \$20 million from the Department of Health, Education, and Welfare was allocated for Indian youth attending BIA schools.

In fiscal year 1974, the BIA operated 194 schools with an enrollment of 49,524 Indian, Aleut, and Eskimo children and 19 dormitories for an additional 3,384 children attending public schools.

One hundred and four tribes or groups served by the BIA were represented in these schools during fiscal year 1974. Of the 49,524 children in Federal schools, 17,068 were in day schools and 32,456 were in boarding schools. These schools range in size from one-room rural schools to consolidated schools with enrollments of 500 or more.

The Bureau operates 17 off-reservation boarding schools enrolling primarily high school age students.

The program of BIA assistance, basically the Johnson-O'Malley program, to non-Bureau schools involves over 113,000 students and 34 contracts with tribes, 71 contracts with public school districts, and 9 contracts with States.

The distribution of funds for the JOM program is shown in appendix B of our prepared statement. Almost 70 percent of all Indian children served by the BIA attend public schools with about 26 percent attending Federal schools and the remainder attending private schools.

For fiscal year 1974, 13 school programs were contracted by the BIA for operation by tribal groups. This arrangement makes it possible for a tribe to assume full control of the operation of previously Federal and private schools. Total enrollment in these schools was 2,469.

As part of the career development program, the Bureau provides scholarship assistance to Indians attending colleges and universities throughout the United States. For fiscal year 1975, there were 14,700 grantees and 1,500 graduates. There has been an increasing number each year of Indian youth wanting to attend colleges and universities.

For fiscal year 1975, approximately \$28 million was appropriated to BIA for new school construction. School construction is one area in which there is a great need. It is estimated that the total backlog of need for new schools approaches \$500 million, but this amount has not been fully evaluated by the Department or the Bureau.

On January 4 of this year, the President signed Public Law 93-638, which is entitled "The Indian Self-Determination and Education Assistance Act." This is one of the most significant laws in the field of Indian affairs to be passed in many years. It has the basic purpose of strengthening the potential for Indian tribes to assume control of all BIA education programs as well as other BIA and Indian health service programs.

At this point, I would like to point out several activities in the Bureau that will better explain what is taking place. The implementation of Public Law 93-638 serves as a good springboard for discussing other developments in BIA education activities.

During the 1975 fiscal year, as a part of the administration's management by objectives program, the Bureau developed a project aimed at strengthening the process of turning schools over to tribal control. An objective was developed which stated: "By the end of fiscal year 1975, in at least one-fourth of the Bureau schools, by official action of a tribal or Alaskan village government, a choice of the management system will be made by those served by the schools."

The project was developed in a manner providing a process leading to an informed decision. In excess of 70 schools participated and so far 4 of the schools changed from Federal to a non-Federal status through tribal referendum. The project is being continued through fiscal year 1976.

In providing assistance to Indian children enrolled in public schools, the BIA has instituted procedures that place control of programs and funds under direction of tribal committees. The procedure was started some 4 years ago, but is not yet standard practice throughout the country.

It should be noted that the Bureau's objective, as delineated in its management by objective program, emphasizes the roll of the tribal governments.

In brief, the BIA has a long history of working with tribes toward greater and greater local control of education. Public Law 93-638 represents an innovation and has served as a catalyst on the long road to Indian control of Indian education.

The BIA, in order to meet the educational needs of Indian children, has developed specialized curriculums in such areas as bilingual-bicultural education, the social studies, science, music, art, and early childhood education.

In order to develop an identifiable accountability activity, BIA is implementing an education information system which is a management information system.

This system is composed of five subsystems: student enrollment, curriculum, staff, facilities, and community. The subsystem in student enrollment will be fully operational by the end of the school year 1975-76.

The curriculum subsystem will enter a preliminary phase in 1975-76, and will be in operation at the end of 1976-77. The staff subsystem will be completed by the conclusion of 1976-77.

The facilities subsystem will be completed by the end of school year 1976-77 and the community subsystem will be completed by the conclusion of 1977-78. This entire system is being applied at first to Federal school operations and is adaptable with minor modifications to the full range of BIA education programs. Schools which we have contracted for operation by tribes are already included in the system.

In time, the BIA will be able to respond with greater efficiency and improved accuracy to education information needs.

Mr. Chairman, and members of the subcommittee, let me speak briefly to the relationship that exists between the USOE and the Bureau of Indian Affairs. I will attempt to be fairly brief here, since my counterpart over at HEW, Dr. Demmert is here, and I am sure that he will amplify on these comments.

The relationship between the USOE and BIA is analogous to one that would exist between USOE and the State department of education.

With the passage of the Elementary and Secondary Education Act of 1965, our Bureau related to USOE in a quasi-State manner so that Indian children could participate fully in this program. The Bureau has continued this relationship and expanded it under the programs provided in Public Law 93-380.

Additionally, the BIA has worked closely with USOE regarding Public Law 81-815 which provides funds for public school construction for Indian children.

The usual manner of formalizing the relationship between BIA and USOE is not unlike that required of a State or public school district. This is especially the case regarding Public Law 93-380.

In each program, the regulations and guidelines promulgated by USOE are followed by BIA and the aid provided is thereby made available to Federal schools. If guidelines and regulations do not apply to the Bureau, then a memorandum of understanding between the BIA and USOE is developed. Examples of such programs are described in our prepared statement which has been submitted for the record.

As indicated by our annual report for fiscal year 1974, the BIA has 149 USOE-funded projects in 209 schools. In fiscal year 1975 the U.S. Office of Education allocated \$17,567,233 for an estimated 49,513 students in Bureau operated or funded nonpublic schools. These funds

provided supplementary services to students in the basic areas of reading, math, and language arts.

The information for our 1975 annual reports has not been compiled yet, but based on past information and reports, students in Bureau schools receiving supplementary services are gaining 1 month academically for each calendar month's participation in ESEA title I funded projects.

The Bureau of Indian Affairs, Office of Indian Education programs, works closely with the U.S. Office of Education to obtain maximum participation in those programs funded by USOE for which BIA schools are eligible.

Currently, the BIA applies approximately \$2.3 million of the approximately \$20 million provided the BIA through ESEA, title I, to programs for education of the handicapped. Also applied are 15 percent set-aside moneys that are directed in title III to the same purpose. Recently, BIA was able to secure quasi-statehood status for purposes of part B of the Education of the Handicapped Act.

In addition to the above, the BIA carries on an informal relationship with the USOE Office of Indian Education. The two commissioners have met and established liaison between the agencies and BIA Central Office Education staff have met with USOE Office of Indian Education staff and they have established joint committees for liaison purposes.

Mr. Chairman, this concludes the highlight of the statement we submitted for the record.

Chairman PERKINS. Mr. Thompson, one question.

You stated that it was important to understand the organizational structure of the Bureau of Indian Affairs in order to understand the programs. Could you explain, therefore, the exact authority of the Bureau of Indian Affairs, area offices and the Washington office.

Please go ahead and answer my first question. I want to know the exact authority of the Bureau of Indian Affairs area offices and the Washington office.

Mr. THOMPSON. Mr. Chairman, I will be pleased to answer that question.

Chairman PERKINS. You want to make sure that the Indians know where to place the responsibility when they feel that they are grieved and not getting service.

That is one of the complaints, and the reason that we want to understand that, the exact authority in each area. Go ahead.

Mr. THOMPSON. Mr. Chairman, the Central Office of the Bureau of Indian Affairs is primarily involved in policy coordination and formulation. It is charged with representing the Indian Bureau both to committees of Congress and to other parts of the administration. It is charged with oversight in implementation of BIA's programs.

The BIA has three levels of organizational units. We have the Central Office, the area office, which is considered the midlevel, and the agency office, where we have, the on-the-ground, day-to-day operation activities of our Bureau.

The area office is the mid-level structure in our organization designed to coordinate field activities of the agency offices that are under their jurisdiction. As such they are primarily a coordinating and technical assistance mechanism, giving assistance to the agencies and schools and other programs.

Chairman PERKINS. How do you understand the way that the money is allocated, the budget process by which you allocate the resources to the various local school districts, the Band system.

Mr. THOMPSON. Mr. Chairman, the "Band analysis system" is a program we initiated about 3 years ago, and it is in its third budget cycle. It is an attempt, primarily, Mr. Chairman, to involve the Indian people in BIA budget formulation.

The Band analysis system provides a mechanism whereby tribal councils can meet with Bureau officials at various stages, and at various levels of the budget process, to provide their views on budget priorities. These priorities are reflected in the development of the budget and in the allocation of the resulting appropriations.

In fact, there is a very unique public law involved here, Mr. Chairman. There is a requirement in 25 U.S.C. 476 that our organization divulge to Indian communities the makeup and content of the budget as it is submitted to OMB and as it is submitted to the Congress.

We are trying to institute a mechanism whereby tribal representatives can be involved and have a direct voice in the budget formulation processes and also whereby they can follow the budget process as it goes through its various stages.

So, basically, Mr. Chairman, the Band analysis system is a mechanism designed to achieve greater tribal involvement in budget formulation.

Chairman PERKINS. Mr. Meeds.

Mr. MEEDS. Thank you, Mr. Chairman.

Mr. Commissioner, could you answer this philosophical question first. Could you explain to us for the record what review has been carried forth in the past 4 years with regard to resident schools, Indian resident schools?

I recall, for instance, discussing this matter with the Bureau some 4 years ago when we were reviewing the Indian Education Act. The Bureau was, at that time, undergoing some review of the entire policy toward the resident schools.

Could you just discuss that subject a little bit with us so that we can try to determine where you are headed, and what philosophy lies behind that.

Mr. THOMPSON. I will be pleased to, Mr. Chairman.

One of the goals that the Bureau has is to evaluate from time to time the various programs that we are providing the Indian communities. As far as education is concerned, we have done that on an annual basis.

Primarily, the drift of education in the Indian community appears to be toward more local control, but the local control could be of more centrally located educational facilities within the reservation or area in which the tribe resides.

As we know, the history of education in the Indian community included transporting the student away from his home to an educational facility, many times in a different State.

Then the Government initiated the off-the-reservation boarding school system. Because of the geographic isolation of many Indian communities, it was believed to be more efficient to provide educational services in an off-the-reservation boarding school. The latest wrinkle has been an off-the-reservation BIA boarding dormitory with the children attending a public school.

Now we are moving closer toward providing education facilities in the home communities, which, I think, from an education point of view is very desirable.

Public Law 93-638 may be an enlightened policy allowing Indian communities the option to manage, operate and maintain their own schools within the community. So, I believe, Mr. Chairman, that this is the direction in which we see educational services going.

Mr. MEEDS. I think I read in your testimony, but I cannot find it right now, that you are operating 17 off-reservation boarding schools. Is that correct?

Mr. THOMPSON. Nineteen.

Mr. MEEDS. How many off-the-reservation boarding schools were you operating 4 years ago?

Mr. THOMPSON. About that same number. We may have added one or two.

Mr. MEEDS. So you are telling me that you are decentralizing and you are getting more young people into facilities in their own communities, which I would assume would be day schools and not boarding schools than you did 4 years ago. Does that add up, or is there something that I am missing there.

Mr. THOMPSON. It does and it does not.

Mr. MEEDS. Tell me where it does and it doesn't.

Mr. THOMPSON. Prior to the trend of the education off the reservation, in the planning process we had several facilities. We have found in the last 10 years the enrollment in the off-the-reservation boarding schools has been declining each year except for last year when there was an increase.

The decline, as you very ably point out, is caused by educational facilities being constructed nearer to the home community. What is happening in many instances is that we have under enrollment in many of our off-the-reservation boarding schools. There is a sufficient number of Indian children, however, to keep them operating.

In several instances there have been management recommendations calling for phasing out several of these facilities, however, we have run into some opposition to the closing of the school facilities involved.

I believe that as we get more and better educational facilities closer to home, there will be less desire and need for continuing off-the-reservation boarding schools.

Mr. MEEDS. I will ask another question, then I will yield to the gentleman from Pennsylvania, Mr. Goodling.

Mr. GOODLING. Normally I would say that the Government does not fail, people fail. But in the case of Indians in America, I think perhaps the Government is guilty of failing. I have thoughts that part of the whole problem in the reservation idea, which I do not agree with. I do not believe that it gives them an opportunity to get in the mainstream.

However, some quick questions to you before I leave for the school lunch conference committee meeting.

On page 4 of your testimony you say that the BIA has been working diligently developing regulations to implement Public Law 93-638, the Indian Self-Determination Act, which as a sizable component for involvement of Indian parents, for using the Johnson-O'Malley funding to public schools on or off the reservations. I have a couple of questions on that.

At this time there are already strong regulations concerning funding and parental involvement in JOM, ever since August of 1974. Are you telling me that you are rewriting these regulations.

If you are, can you give assurance that they will be as strong as the 1974 regulations, or stronger as far as parental involvement, and sign-off on plans?

Mr. THOMPSON. Public Law 93-638 dictates an even stronger role for the parental committees and we will be following the mandate of the act.

Mr. GOODLING. You are not rewriting them. You are going to follow the strong regulations that are already available and have been since August of 1974?

Mr. THOMPSON. Yes. What we are doing is revising the current regulations that were recently issued to ensure that they conform to Public Law 93-638, which was passed after we had issued those final regulations. However, I can assure the committee that this will be done with a lot of diligence, as there is a lot of Indian involvement and consultation going into revising those regulations.

Mr. GOODLING. What monitoring function does BIA exercise over the moneys that have been allocated for basic operating expenses and a little for supplemental services?

Mr. THOMPSON. We have several abilities. One, we do program audits on the various State JOM contracts to review the activities that are carried on.

Second, we had instituted through regulation, and by Public Law 93-638, a very positive role for parental committees, that is, the right of prior approval or disapproval of the State and local JOM programs and plans.

We are now requiring the school districts and States to come up with an educational plan prior to our execution of JOM contracts with them to assure that the JOM funds are properly expended.

Mr. GOODLING. When you say that you are moving in the direction of local schools, are you telling me that these will be strictly Indian schools, or will it be a total involvement of the community. Are you saying that it is going to be strictly an Indian school when it is a local school?

Mr. THOMPSON. I think that it is a rather difficult as a general question without going into specific situations, but let me try.

The current policy of the administration is that Indian youngsters should attend public schools where a public school is available. We are reviewing that policy now. However, in school construction, we are saying that the number of students really dictates where a school should be located. If there are sufficient students within a reservation for an on-reservation school, we think that we ought to have one there.

Mr. GOODLING. Then there would be no opportunity for these youngsters to be involved with youngsters who are not Indian.

Mr. THOMPSON. Other than through athletics or through field trips, or through going to colleges and being involved in the surrounding community areas, the answer to that would probably be no. In many instances it is not physically practical, because of the distance of some of the rural isolated Indian communities.

Mr. GOODLING. I understand that. I wish there were some way to change that, because I think that this is part of the problem.

Are you at the present at any stage of negotiations with tribes for assuming control of the day schools as may be possible under title I?

Mr. THOMPSON. We are doing some work in the State of Alaska and as we indicated, we are looking at 50 of our schools to see if Indian tribes would be interested in managing and operating them.

Mr. GOODLING. What are you doing to make sure that tribes are well aware of their rights under the new JOM regulations, and how are you doing this?

Mr. THOMPSON. Indian communities were extremely active in helping us develop the new Johnson-O'Malley regulations. Many Indian education committees came forward with recommendations rather strongly.

A group of Indian educators got together and made some positive recommendations, normally they are referred to as the "Red Regs," for the recent rewriting of the Johnson-O'Malley regulations.

Early on, we had Indian involvement, including the Indian parental school boards that were fairly active. We widely disseminated those regulations even before they were published in the Federal Register, and have held a series of meetings in Indian country.

So, I believe that we have made a diligent effort to inform the Indian people.

Mr. GOODLING. I have a lot of questions, but somebody is playing the quorum game. So we will have to run.

Mr. MEEDS. We will wait until the second bell.

The Chair recognizes the gentleman from Illinois.

Mr. HALL. I have no questions at this time, Mr. Chairman.

Mr. MEEDS. I would like to go back to the boarding school issue again. I am not fully satisfied that all efforts are being made within the Bureau to at least decrease its dependency on boarding schools.

I personally have come to the conclusion that this should be done, and I think I discerned within the administration of the BIA, some 4 years ago, that this was an overall philosophical concept, also.

Yet, it appears that you have more boarding schools, two new ones, in fact, since that time. You also have more students in boarding schools than you had at that time. I don't say this as the total fault of the boarding school concept. I think that there are some instances when boarding schools are probably the best of the alternatives.

But taking children from Alaska, for instance, and bringing them down to Oregon; taking children from the Navajo Reservation, and taking them to Utah; and other things; this seems to be not a very good idea.

If the boarding school concept is to be utilized, it should be utilized as a residential setting for young people with problems other than just totally educational problems, or in the situation where distance and geography prevent the local school, at least at the high school level, from providing the school experience.

You don't have to answer me now, but I would like to have you prepare for this committee, a paper on what is being done in the BIA with regard to boarding schools, residential school education.

First of all, is there an overall philosophy to reduce dependence on it? Second, if so, what is being done to implement that overall philosophy. Third, some guidelines or some benchmarks which you could give us in this committee, so that when we meet some 4 years hence,

and we ask: "How many boarding schools do you have," and you say: "We have 21," or 2 more than you have now, we will be able to tell.

Mr. THOMPSON. Mr. Chairman, if I may, I would like to respond, and we will supply more for the record.

As I indicated, we are moving into the area of trying to increase educational opportunities closer to home. I think this should be the objective. As a fallout, we will have less admissions in the boarding schools.

Let me respond to the two instances to which you have referred.

Mr. MEEDS. Could I ask you to withhold, and we will recess for 10 minutes while we go and answer that quorum call. Then, we will be right back. We will be in recess for 10 minutes.

[Whereupon, at 10:15 a.m., a short recess was taken until 10:25 a.m.]

Mr. MEEDS. The hearing will come back to order.

Mr. Commissioner, 3 weeks ago I had visitors who indicated that because of the problem of numbers and ceilings on positions at the boarding schools that (1) they could only use temporary people, and/or (2) they did not have sufficient teachers to run two of these boarding schools. Are you aware of that?

Mr. THOMPSON. Yes! I am, Mr. Chairman.

Mr. MEEDS. What is being done about it?

Mr. THOMPSON. We are doing several things.

In the last fiscal year, as you know, there was an announced reduction of Federal employment by 50,000 to 60,000 positions. I believe, throughout the executive branch. The Bureau of Indian Affairs took a proportionate fair sharing of that cut.

This cut was allocated to the central office and to the field office. Primarily most of the cuts were to impact in the central and area offices, but in some instances schools, I am not exactly familiar with how many, were cut.

We do not want to adversely impact education services through these cuts. We have tried to take them wholly in the administrative areas. However, in some areas, we are having problems. To get around those, we are looking at staffing patterns, both at the staff and teacher ratios in boarding and other schools, to see if we could transfer some education program positions to meet these educational needs.

In general, Mr. Chairman, we did go through a reduction in the number of permanent positions and ceiling to come in line with the reduction in personnel mandated by the administration.

Mr. MEEDS. Temporary personnel are not affected by this. Is that correct?

Mr. THOMPSON. That is correct.

Mr. MEEDS. You are hiring people on a temporary basis to make up for this in some instances?

Mr. THOMPSON. Yes, in some instances, until we can do the review of staffing pattern.

Mr. MEEDS. Will you furnish us a list of the reductions that were made pursuant to the total Government reduction in force, and what positions those people occupied?

Mr. THOMPSON. We will be pleased to, Mr. Chairman.

Mr. MEEDS. One of the areas of great concern has been school construction. I see by your testimony that you spent approximately \$28

million, I think, in fiscal 1975 for school construction against a backlog of \$300 million or more.

Mr. THOMPSON. Yes.

Mr. MEEDS. Are the figures that I am using approximately correct?

Mr. THOMPSON. Yes.

Mr. MEEDS. What was your total expenditure for school construction in fiscal 1975 and fiscal 1973?

Mr. THOMPSON. We do not have those precise figures here, Mr. Chairman. I believe that the amounts were the same for each of those years, but we would like to submit that for the record.

Mr. MEEDS. What figure have you placed in your budget for fiscal 1976, and what do you get for fiscal 1976 for school construction?

Mr. THOMPSON. I think that we have requested from \$25 to \$30 million for fiscal 1976. Of course, we have just gotten the House markup and the Senate has not started their markup of the budget. So we really don't know yet what we will have for fiscal year 1976.

Mr. MEEDS. Do you know what you got for fiscal 1976 on the House bill, for instance?

Mr. THOMPSON. I believe it is \$25 million, or in that neighborhood.

Mr. MEEDS. What did you ask for?

Mr. THOMPSON. About \$25 million.

Mr. MEEDS. Do you expect that Congress is going to appropriate \$300 million for school construction when you only asked for \$25 million?

Mr. THOMPSON. Mr. Chairman, I don't believe they would do it in one fiscal year. Our effort here was to point out the totality of the problem.

Mr. MEEDS. I think that we are all aware of the totality of the problem. But it does not do much good for you to come before this committee and complain, as you should do, about a lack of facilities and then tell the committee that you asked for \$26 or \$25 million, which is what you have done, against a backlog of \$300 million. This is the magnitude of the problem that we talk about here.

Indeed, when we were considering this very thing in the authorization for the Indian Contracting Act in the last Congress, we had a provision and passed a provision authorizing some \$400 million for school construction.

You actually came out in opposition to that section, the BIA did, in its testimony before the committee and through OMB and others.

So, if you are going to talk about the problem, you had better try to do something about it, because the first thing that we are met with up here on the Hill, when we try to pass something which is not in the budget, we are told on the floor of the House and in the committee, "They did not even ask for this. Why should we impose it on them."

So, you see, it is a body blow to us in trying to get anywhere near sufficient funds to meet the problem, which you and I both know exists.

Mr. THOMPSON. The reason that we were in opposition to the \$400 million was because it was for public school construction.

As you know, under Public Law 93-638, the Bureau has, in addition to the Bureau school construction backlog, the authority to do some public school construction. I believe we were in opposition to adding the \$400 million public school backlog to our existing backlog.

Let me say, Mr. Chairman, that I am in agreement, but we attempted to show what the major backlog item was. We admit that if we had more moneys in our total Bureau operation that we would spend more on school construction. However, recognizing some of the other needs that we have, we feel that while it may be inadequate, it is a fair share of the total available that is being allocated to school construction. Of course, we are not attempting to say that this is solving the problem by the administration or by the Congress. We are merely pointing out to you, Mr. Chairman, that this is the need.

Mr. MEEDS. I would like to ask a few questions on Johnson-O'Malley. Now with the adoption of the new regulations, how do you feel, overall, that the Johnson-O'Malley program is working?

Mr. THOMPSON. The immediate reaction by many States is one of some resistance. As you know, basically what we did with the Johnson-O'Malley program was broaden or liberalize the regulations somewhat.

In the short term until our budget cycle can get completed, under the new allocation formula, we are having to reduce allocations to some States and increase allocations to others. Obviously, those States that are having the reduction are complaining, naturally, that it is negatively impacting on their programs, but I see this as a short-term problem.

I should also point out the House Appropriations Committee has taken action to direct us, that in fiscal year 1976 no State is to lose more than 25 percent of what they had last year.

Overall, I feel that the recent Johnson-O'Malley regulations are excellent regulations. I am fairly proud of having gotten those through our organization.

They were an excellent set of regulations given the polarity that we had to deal with. I am fairly pleased with them.

Mr. MEEDS. Have you made any structural changes in your Johnson-O'Malley operations within the Bureau?

Mr. THOMPSON. No; we have not.

Mr. MEEDS. In other words, the same people administering the new regulations, administered the old regulations?

Mr. THOMPSON. There are several people who have left the Bureau, but by and large that is correct.

Mr. MEEDS. Have you run into any resistance from superintendents of public construction, or chief State school officers, within the States who are complaining about the new regulations or your administration of them?

Mr. THOMPSON. We have run into a few who feel that we are giving too much authority to the local Indian education committees. One of the questions that we have run into is that we are placing too much authority in "a small group of people" which has, in this instance, more power than the school board.

We have run into questions like that, but I don't see that as a major problem. We have had several chief State school officers who indicated that "if we have to go through this much Government redtape, we are not going to apply for the program." We have run into that type of criticism.

Mr. MEEDS. I am glad that you answered that question in the affirmative, because if you had answered it in the negative, I would say that

you were not doing your job. Our investigation has shown that there has been almost a sweetheart contract between the BIA and the chief State school officers, or school administrators, in many of the States whereby violations, outright violations of the intent of Johnson-O'Malley were simply ignored by BIA. Also, that the funds were not being distributed primarily for the benefit of Indian children but for a lot of other things.

So, I assume that you are going to hear a lot of screaming when you start enforcing the new regulations which will do away with that kind of thing.

I am not at all surprised that you have had some complaints. It indicates to me that you are really enforcing them.

Mr. THOMPSON. Thank you.

Mr. MEEDS. What is the general structure within the BIA for the educational component of your overall charge? Could you just give us a rundown? I know that you have an Assistant Commissioner. You do have an Assistant Commissioner for Education?

Mr. THOMPSON. Yes; we have the Director of Indian Education who is here in Washington. Let me go from the top down. The Director of Indian Education, as such, is the chief recommender of education policy, within the Washington office. He serves here in Washington in a staff capacity.

The next level down is the area office where we have educational administrators who serve in a staff capacity.

Out in the schools, we have principals and superintendents who usually report to an agency superintendent.

There has been a debate in educational circles, very similar to those among other circles, that the education program should have separate line authority from Washington on down. There are arguments for it and arguments against it, but that is not the current procedure posture for our education activities.

Mr. MEEDS. When you talk about line authority, you mean a decision made in Washington and carried out in the various agencies and areas?

Mr. MEEDS. The decisions, for instance, on the Standing Rock Reservation, on the Navajo Reservation, are the decisions with regard to education, the BIA's input on education, made by educators, or are they made by area superintendents and reservation agents?

Mr. THOMPSON. It depends, Mr. Chairman. We have parental school boards, and we enter into contracts or arrangements with them where we try to give them as much voice as possible, so that they are involved in the decisionmaking at the school. In fairness, I should add that they cannot, because of the unique Federal requirements and regulations that we are operating under, do certain things, such as hire or fire, and that type of thing.

We have the school principal or superintendent of schools who reports to the agency superintendent and to the area director who has on his staff an educational administrator to advise him on education questions.

So, to make it really clear, a school principal or superintendent could be reporting to a noneducation person.

Mr. MEEDS. What is your personal belief about the structure? Do you think that the total authority for education and all other things,

in effect, should reside with the superintendent of an agency, or a superintendent of a reservation, or area officer rather than, let us say, an education specialist?

Mr. THOMPSON. For several reasons, Mr. Chairman, having one official responsible in one given situation for the many Bureau programs that are operated on the reservation is the best method in the years ahead.

I think that we will confuse lines of communication between our organization and the Indian tribes if we have two or three decision-makers on one reservation. Many people say and argue, I think very strongly, that even having one man responsible is too many, and that we should turn the programs over to the tribes, as a matter of fact, we are trying to turn them over.

I believe that if we add additional line officers on a reservation, the communication between the Bureau and the Indian constituency and the Indian tribe will become rather confusing.

Dr. Benham may have some additional thoughts on the matter.

Dr. BENHAM. Mr. Chairman, as you know, 4 years ago when we were discussing this, I testified at length before your committee at the Shalimar Hotel, at which time I was the director of the Navajo schools.

It seems to me that one of the problems that we have in Indian education is that an education problem is anything but just an education alone.

To me this is one of the things that can lend some strength to the kind of education development that the Commissioner describes.

Let us go back to the Navajo, with which I am most familiar: Where you have a situation where you can get all of the forces, like economic development and someone at work in the situation, and education can become a vital and integral part of it, to me we are on our way toward solving the education problem.

I think that if we just have education without the broad total development kind of a program, I don't think that the situation will change much in the next 20, 25, or 30 years. If it can be a total kind of a program, though I think that we are off and running.

You had a chance, and you saw evidence of that during your visit to Navajo. You saw where there was development and where there was opportunity for employment, the situation had changed. The situation had changed in the sense that youngsters who had formally been boarding school youngsters, now were day school youngsters, generally in the public school situation.

You saw the situation where the parent has a chance to take a paycheck home in a regular basis, and many of the situations that you face change a lot. I think that the same thing is true with regard to education.

Mr. MEEDS. I think that probably I would have to agree with both of you. While I would ordinarily be very much in favor of line authority for education, if there is anything I have learned since I have been working in this business, there is no isolated Indian problem. There are a number of problems which differ in different areas.

To try to deal with education in a vacuum, as Dr. Benham just said, is probably not very productive.

I would like to take longer, but we have to get the HEW people.

Mr. THOMPSON. Mr. Chairman, I would like to make one other statement, if time permits.

I learned that we have opened two additional boarding facilities, and one is in Kinai, Alaska, to bring the children back into the State.

Mr. MEEDS. Did you close another one?

Mr. THOMPSON. There was enough enrollment there to keep the facility operational. The second one was kind of a postsecondary operation, and that was at Sitka.

We have, I think, in fairness to the committee, recommended closing several facilities and have run into various types of opposition; some of it was congressional, and some of it Indian.

Mr. MEEDS. On that happy note, I will say, for the record, that you have never heard any complaint from me.

Mr. THOMPSON. We never have, Mr. Chairman.

Mr. MEEDS. I would like to keep the record open, and we will be submitting some written questions to you, which we would like to have answered in detail on both sides of the aisle.

We had an unfortunate conflict this morning with the school lunch conference, at which I am also supposed to be sitting, being scheduled at this same time. We have, as you see, no members from the other side of the aisle, and very poor representation for this side. I apologize.

We will be submitting written questions to you, so without objection, we will be keeping the record open for questions and answers, which will be made a part of the record at the end of your testimony.

[Information submitted for inclusion in the record follows:]

U.S. DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
Washington, D.C., September 4, 1975.

HON. CARL D. PERKINS,
Chairman, House Education and Labor Committee,
House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: During your Committee July 28 hearing on Indian Education Programs, we were requested to submit additional written information for the record concerning our philosophy relating to boarding schools operated by the Bureau of Indian Affairs. We hope this information will be helpful.

Sincerely yours,

MORRIS THOMPSON,
Commissioner of Indian Affairs.

Enclosure.

(a) What is the BIA's overall philosophy with regard to continuing or reducing the number of such schools and their use?

In the late 1800s and 1900s the boarding school concept was utilized to maximize the education of the Indian school age population. Due to isolated conditions, roads, nonavailability of school facilities, and other similar reasons, boarding schools were set-up to provide instruction at the elementary, secondary, and post-high school levels.

As more schools have become available within busing distance of the students' home the policy for admission to boarding schools has been directed to Indian children who do not have suitable education opportunities in their home communities, who are orphans, or who, for social reasons must be educated away from their homes.

In the past few years the Bureau has taken the position that all Indian children should and must be afforded educational opportunities as close to home as possible. The Bureau also takes the position, however, that it will not reduce the number of boarding schools for "reduction's sake", but continue to operate some boarding schools to meet Indian student needs that cannot be met otherwise.

As the need for boarding schools diminishes the facilities will be reduced accordingly with full consultation with Indian people and alternative uses for boarding school facilities will be examined.

(b) How is and will the BIA implement that philosophy?

A series of assessments have been done on boarding schools such as: Chilocco, Intermountain, Wrangell Institute, Institute of American Indian Arts, and Pierre Boarding School. We are and will be looking to these assessments to provide us the information needed to make decisions regarding the future continuation, or other alternative use of boarding school facilities. The future of each boarding school will be predicated by the assessment of each school.

(c) What guidelines or bench marks does or will the BIA use (and can the Congress use) to determine the programs or results of implementing the BIA's boarding school philosophy?

Guidelines or bench marks for evaluation of the implementation of the BIA's boarding school philosophy include consideration and evaluation of the following:

1. BIA statistical report of boarding school enrollment, number of empty spaces in boarding schools, and the closing of boarding school. One school closed at the end of FY 75 and another recommended for closing;
2. the building and expanding of school facilities on reservations; and
3. development of "educational needs" assessments for boarding school students.

We hope this information will be helpful to Congress.

U.S. DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
Washington, D.C., December 1, 1975.

HON. CARL D. PERKINS,

Chairman, Subcommittee on Elementary, Secondary and Vocational Education,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed are answers to questions posed during the July 28, 1975 hearing on Indian Education programs.

This is in response to the question concerning reductions-in-force in Fiscal Year 1975 appearing on page 26 of the testimony.

At the end of fiscal year, June 30, 1975, the BIA was faced with not only the problem of meeting a reduced employment ceiling, but with readjustments in program priorities to meet the critical need for professional capability in the fields of contracting and credit mandated by statutes—P.L. 93-638 the Indian Self-Determination and Education Assistance Act, and P.L. 93-268 the Indian Financing Act. Position ceiling had to be made available for the hiring of contract specialists, loan specialists, auditors, compliance officers, etc. New school facilities begun in previous years were completed for use without a concurrent increase in employment ceiling to provide for staffing. The changing mission of the Bureau, mandated by the President and the Congress, has occasioned the need to reexamine our staffing patterns and rearrange priorities. The need to reduce our employment ceiling for the fiscal year 1975 was an added impetus to this examination of staffing and priorities.

In order to meet the ceiling limit and provide positions for priority programs and new school facilities a number of actions were taken which resulted in a minimum displacement of employees. Non-essential positions were left vacant, employees in occupations which fall in the subject-to-furlough type employment (seasonal workers for roads, irrigation, construction, and school support and maintenance) were converted to furlough-type appointments. The Civil Service Commission granted the Bureau authority for employees who met the criteria (50 years of age with 20 years of service or 25 years of service at any age) to take early retirement. The transfer, created much needed employment ceiling, employees in positions considered less essential were reassigned to positions with high priority. In most instances, displacement of employees was done through the reduction-in-force procedures.

At this same time, a limited number of contracts with tribes for services performed by the Bureau were proceeding. For instance, in Alaska 122 positions were abolished through contracting with tribal organizations and the transfer of schools to the boroughs. This resulted in 43 actual separations of employees who could not move to other locations, or who were not hired by the local school districts and were not eligible for retirement.

In the Portland Area, it was determined the Chemawa School had become over-staffed because its enrollment had declined. As a result of the abolishment of surplus positions such as teacher, night attendant, and maintenanceman, 9 em-

ployees were separated through reduction-in-force, 6 others resigned and 4 retired.

In the Phoenix Area, 111 employees were converted to subject-to-furlough type employment and 41 positions were abolished. All but 12 employees were placed in other positions in the Area, transferred, retired or resigned.

On a smaller scale such actions were taken in each Area—26 positions were abolished through contract in the Aberdeen Area and 14 were changed to furlough employment in the Muskogee and Anadarko Areas.

With the actions taken, the BIA was able to open all school facilities that were completed for this school year. This is, however, a continuing problem as the needs in the Indian education programs increase.

This is in response to the question concerning expenditures for BIA school construction.

	Requested	Appropriated
Fiscal year:		
1973.....	\$25,902,000	\$32,400,000
1974.....	20,300,000	25,895,000
1975.....	17,043,000	26,171,000
1976.....	21,233,000	23,389,000

¹ As contained in H.R. 8773 as passed the House on July 23, 1975.

Sincerely yours,

MORRIS THOMPSON,
Commissioner of Indian Affairs.

Mr. MEEDS. Our next witness is Dr. William G. Demmert, Deputy Commissioner of Indian Education.

You have a rather long prepared statement, Dr. Demmert. You may proceed to summarize it, because if we let you read it all, we will be here all day. Your complete statement will be made part of the record at this point.

[Prepared statement of William G. Demmert, Jr., follows:]

PREPARED STATEMENT OF WILLIAM G. DEMMERT, JR., DEPUTY COMMISSIONER, OFFICE OF INDIAN EDUCATION, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and members of the subcommittee, I welcome the opportunity to appear before this distinguished subcommittee to discuss some of the positive achievements of the Office of Education in the area of service to American Indians and Alaskan Natives.

The testimony which follows identifies the specific programs serving Indian children, gives a brief description of each program, and the Fiscal Year 1975 level of funding. In some cases problems are identified with the hope of focusing attention upon the development of more effective approaches to program implementation.

IEA an extension of earlier aid

As early as 1934, Federal funds were made available through provisions of the Johnson-O'Malley Act for scholarships and related expenditures on behalf of Indian students in public schools. In 1952, P.L. 874 and 815 were established. These funds were available to compensate local school districts whose tax resources were limited by the presence of non-taxable Federal properties or operations on or near the school districts. In 1971, \$30,000,000 was granted to local districts from these three funding sources. It is not clear, however, that the funds actually were employed by the districts to mount special programs for Indian pupils. Indeed, the districts were not required to do so. Funds simply were paid into their general operating accounts and employed to support the districts' general education programs.

Under provisions of Title I of the Elementary and Secondary Education Act of 1965, Federal funds also were provided those local school districts that reported a high concentration of low-income families in residence. These funds

were made available to the districts so that they might offer special programs for all classes of "disadvantaged pupils" in attendance, disadvantaged Indian pupils included. Although 70 percent of all Indian pupils residing in public school districts were reported in 1970 to be "disadvantaged," under provisions of the Act, only one-fourth actually were enrolled in special Title I programs. Moreover, the average expenditure per pupil for such programs was too low to make an appreciable difference in public achievement feasible.

The Indian Education Act of 1972

On June 23, 1972, the Indian Education Act was enacted as a logical extension of earlier congressional efforts to improve the quality of public education for Indian pupils. In constructing this legislation, three objectives were considered:

The direct targeting of funds from the Federal level to public school districts and Indian tribes and organizations serving Indian students.

Allowance for funding to be spent to meet the special educational needs of Indians.

Maximization of the degree of local Indian community involvement with, and control over, the educational programs serving their children.

The Indian Education Act of 1972 (IEA) was enacted June 23, 1972, as Title IV, Public Law 92-318, Education Amendments of 1972. The Act has as its principal policy objective "... to provide financial assistance to local educational agencies to develop and carry out elementary and secondary school programs specially designed to meet the special educational needs of Indian students in the United States."

Four funding provisions form the basis of the IEA program:

Part A.—Provides for grants to local education agencies to develop and carry out elementary and secondary school programs specially designed to meet the special educational needs of Indian pupils. This section includes a 10 percent set-aside for financial assistance to Indian controlled schools on or near reservations which are not local educational agencies.

Part B.—Provides for grants to State and local educational agencies (LEA's), Federally supported elementary and secondary schools for Indian children, and to Indian tribes, organizations, and institutions to support planning, pilot and demonstration projects to develop, test, and demonstrate the effectiveness of programs for improving educational opportunities for Indian children. Also provided for are educational enrichment programs and services, preparation of teachers of Indian students, information dissemination and program evaluation.

Part C.—Provides for grants to State and LEA's and to Indian tribes, institutions, and organizations to support planning, pilot, and demonstration projects to develop, test, and demonstrate the effectiveness of programs for providing adult education for Indians, for the dissemination of information concerning educational programs, services, and resources available to Indian adults, and the evaluation of the effectiveness of Federally assisted programs in which Indian adults may participate.

Part D.—Provides for grants to prepare teachers of Indian children, with preference granted to Indians. Grants may be made to institutions of higher education and other public and private nonprofit agencies and organizations.

On August 21, 1974, the Indian Education Act was amended by Title IV, Part C of Public Law 93-380, Education Amendments of 1974. These amendments added two additional funding provisions. The first, included provisions for providing grants to institutions of higher education, Indian organizations and tribes for teachers and administrators in programs meeting the special educational needs of Indian children and for in-service training. The second included provisions for fellowships at the graduate and professional levels in the fields of engineering, medicine, law, business, forestry and related fields.

In Fiscal Year 1975, the LEA portion of Part A of the Indian Education Act provided \$2,727,273 of financial support to school districts containing 253,668 Indian students out of a total eligible population of 332,264 Indian students enrolled in elementary and secondary schools. This funding averaged approximately \$90 per student served. The Part A set-aside for Indian controlled schools provided \$2,272,727 to 26 schools for an average grant of \$75,758.

In Fiscal Year 1975, Part B of the Indian Education Act funded 167 Indian tribes and organizations to conduct pilot, demonstration and planning grants with \$12,000,000, for an average grant award of \$71,856. These funds were estimated to impact 90,000 Indian children and adults. Similarly, Part C of the Act

provided \$3,000,000 to fund 53 projects on an average level of \$56,604, and served an estimated 9,000 Indian adults.

Finally, in Fiscal Year 1975, the teacher training and Indian fellowship provisions of the amended Indian Education Act were not funded.

In the various parts of the Indian Education Act, funds are targeted directly to either Indian tribes and organizations or directly to school districts for expenditure on Indian children. In both cases, no intermediary organizational level is involved in the funding flow.

Title I Elementary and Secondary Education Act

Title I ESEA, a program for educationally deprived children in areas of high concentration of poor children relates to Indian elementary and secondary age children in two ways: (1) through the BIA schools and (2) through regular State public school systems.

Bureau of Indian Affairs Schools

The BIA shares (along with the Virgin Islands, Guam, American Samoa, and the Trust Territories) in 1 percent of the Title I funds. The legislation authorizes a minimum of \$17,567,233 for the BIA share each year. These funds are for use in Federal schools either operated by the Bureau or contracted by the Bureau to Indian tribes and financed by the Bureau. There are approximately 49,500 Indian students in these schools, of which 32,339 are participating in BIA Title I programs.

The Title I funds are invested mainly in three types of programs: reading, language arts and mathematics. The BIA Title I program emphasizes both basic academic subjects as well as teaching the English language (and not infrequently native languages as well). Title I has enabled the BIA to involve Indians in an active way to assist in the education of their children. They have done this through Indian parents participating on the parent advisory council, Indian aides in the classroom and Indian professionals both in the classroom as well as managing and operating the program.

For FY 1975 there were approximately 460 professionals and 1,300 aides paid from these funds; they worked at 218 different school sites. The average estimated per pupil expenditure for all Title I projects was \$350 per pupil.

Grants to local educational agencies—Indian students in public and private schools

Formula grants are available to approximately 14,000 school districts for programs to meet the special needs of educationally deprived children in school attendance areas having high concentrations of children from low-income families. Indian children living in eligible school attendance areas are eligible to participate in Title I programs which are designed to overcome educational deficiencies.

There are approximately 330,000 Indian children in 2,985 local school districts in the U.S. enrolled in public elementary and secondary schools. It is estimated that approximately 68,000 Indian children were served in some 1,500 school districts in local educational agency programs under Title I at a cost of approximately \$24 million.

The programs generally are designed to overcome deficiencies in the basic skills of reading, mathematics and language development. Small group or tutorial assistance is provided to overcome individual identified weaknesses. Supportive services are also provided to overcome physical, emotional or social problems which impede the ability to acquire these skills.

Emergency school aid

Emergency school aid which provides Federal financial assistance specifically directed toward the problems of elementary and secondary school desegregation was first made available in fiscal year 1965, under the authority of Title IV of the Civil Rights Act of 1964. During 1971 and 1972, the Emergency School Assistance Program (ESAP) was developed as a complement to Title IV to assist school districts involved in a wave of major court decisions concerning desegregation. In June, 1972, the Emergency School Aid Act (ESAA) was enacted, replacing ESAP, authorizing assistance to school districts and supporting nonprofit organizations, and including set-asides in such areas as integrated children's education, television, bilingual/bicultural education and evaluation.

The dramatic increases in new school desegregation have lessened significantly since 1971-73, when desegregation needs were prevalent in a large number of States, especially in the South. The need for emergency assistance, during the

transitional period of changing from a dual to a unitary school system, has been met in a number of States; consequently, the magnitude of need is not as great. Additionally, experience with ESAA has shown that a more concentrated approach to the problem is needed.

Emergency School Aid Funds are awarded to the Local Education Agency; therefore there is no specific appropriation for Indian children except as they are a part of the general population served.

Total FY 75 appropriation ESAA \$101,700,000.

Estimated FY 75 funds for Indian children, \$3,962,712.

The following chart is the amount of ESA funds targeted to Indian children by Regions:

Regions:	Funds		Funds
I -----	None.	VI -----	2,903,400
II -----	None.	VII -----	46,128
III -----	None.	VIII -----	678,285
IV -----	\$30,000	IX -----	124,000
V -----	132,580	X -----	50,310

Total fiscal year 1975..... 3,962,712

Public Law 81-874 and Indian education

The original purpose of P.L. 81-874, to alleviate the burden on local school districts caused by Federal activities, was not directly related to Indian education. Primarily the program provides payments to school districts for children who reside on, and/or whose parents are employed on Federal property. Soon after the beginning of the program, the definition of eligible Federal property was amended to include Indian lands and the program has since become a major source of Federal funds for school districts educating Indian children.

Payments received under the program are deposited in the general maintenance and operations expense accounts for the school districts, and are used along with other funds so deposited to maintain the educational program for all children attending schools in the districts. The law requires that applications submitted for payments on the basis of children who reside on, or reside with a parent employed on Indian lands, shall set forth adequate assurance that Indian children will participate on an equitable basis in the school program of the local educational agency.

Rates of payments for Indian pupils for computing entitlements are determined on the same basis as rates for other children under the impact aid program. The rate is either the per pupil amount extended from local revenues by comparable school districts within a State or, the greater of one-half the national or State average per pupil cost. Entitlements are reduced when appropriations provide less than full funding.

The total amount of \$636,016,000 was appropriated for the P.L. 874 program for Fiscal Year 1975. Of this amount, approximately \$36 million was used for payments to school districts having about 66,000 pupils residing on Indian lands and for about 14,000 pupils with parents employed on Indian lands. Although pupils' dates of birth are noted on parent-pupil survey records maintained by school districts, data have not been collected that would indicate the primary age range of Indian children served. Pupils from the lowest age allowed by the State up to age 21 who are being provided free public elementary and secondary education are included in the impact aid program.

Some criticisms of the program are that (1) the funds are not aimed at a specific educational accomplishment and are not specifically designed to reach a particular target group or to deal with a unique problem; (2) applicants neither need to specify intended use of the funds nor report on accomplishments; (3) Indian children are not required to be the object of the expenditure of funds.

We do not believe that the present objectives are appropriate for the impact aid program. However, until a program that includes specific objectives is authorized and funded for all of the Indian children that are presently served by P.L. 874, financial assistance to the approximately 700 school districts educating P.L. 874 Indian pupils in 23 States should continue to be provided under the present impact aid program.

Public Law 81-815

Prior to 1967 Public Law 81-815 provided assistance to school districts serving Indian children in a rather rigid and formal fashion. However, in 1967 and 1968

the law was amended significantly with respect to school construction assistance for school districts serving children residing on Indian lands. In 1967 section 14 was made a permanent portion of the law. In 1968 section 14 was amended to specifically target aid to school districts on Indian lands. All children, for example, in such districts could benefit from Federal assistance if the district meeting the eligibility requirements provided local funds, or if such a district did not wish or was unable to provide local resources, it could request Federal funds to take care of Indian children only. In addition the Congress liberalized the concept of "minimum school facilities" as contained in the Act, thus permitting educational facilities comparable to the times to be constructed.

Briefly stated, under the provisions of section 14 of Public Law 81-815 a local education agency may qualify for school construction assistance if: (1) the district provides free public education to a substantial percent of children residing on Indian lands, or (2) Indian lands represent a substantial part of the area of the school district, or (3) the district provides free public education for 100 or more children residing on Indian lands located outside the school district. Approximately 50 school districts which meet or are likely to meet the eligibility requirements specified in Public Law 81-815 and Federal Regulations have applications for school construction assistance on file in the Office of Education.

During Fiscal Year 1975 \$20 million was appropriated for Public Law 81-815. Of this amount approximately \$8.3 million was used specifically for section 14 which serves children residing on Indian lands. This amount provided additional assistance to six (6) on-going section 14 projects which will serve an estimated 3,821 children residing on Indian lands.

Due to the funding limitations imposed on Public Law 81-815 many applications for school construction filed since 1968 by school districts serving Indian children remain unfunded. Presently an estimated \$213 million is required to provide school facilities requested by these applicants.

In addition to the authorization contained in section 14 of P.L. 81-815, there also exists under P.L. 93-638, Title 2-B authority for the Secretary of Interior to fund applications processed eligible under section 14 of P.L. 815.

Follow Through

In order to carry out Follow Through programs the Secretary is authorized to provide financial assistance to local educational agencies and other public or appropriate non-profit private agencies, organizations or institutions. This assistance shall not exceed 80% of the approved costs, nor shall the Secretary require non-Federal contributions in excess of 20% of the approved costs. For purposes of developing, testing, and evaluating the models, grants and contracts to public and private agencies are also authorized. Towards the goal of determining which Follow Through approaches being implemented are most effective, several evaluation efforts are underway, most notably the National Longitudinal Study of the 19 most frequently implemented models.

Since Fiscal Year 1973, the funding pattern for this program has been a staggered one whereby over 75% of the appropriated funds are used to forward fund activities in the next school year with the balance supporting activities in the current school year. Evaluation contracts may exceed a 12 month period.

Follow Through is an experimental program designed to test various models of early primary education programs being developed to increase the achievement of disadvantaged children who have been enrolled in Head Start and other similar pre-school programs. The goal for these models is to insure that every child emerges from the primary grades confident of his ability to learn, and well equipped with the skills and concepts that form the basis of later learning. Typically, the academic program stresses reading and language development, classification and reasoning skills, and perceptual motor skills. The goal of the Follow Through Program is to determine those approaches and procedures which are most effective with disadvantaged children. Initially authorized under the Economic Opportunity Act of 1974, beginning in Fiscal Year 1975, the program is authorized by the Head Start-Follow Through Act, Title V of P.L. 93-644.

The Follow Through Program does not have funds set aside specifically for the benefit of American Indians. All of the projects in the Follow Through Program have as their purpose an attempt to improve the life chances of disadvantaged children. Their specific goal is to sustain and expand on the gains made by these children in Head Start or similar pre-school programs. This is implemented through the identification, development and validation of effective ways to educate young children (kindergarten through 3rd grade) from low-income families

through a planned variation design of educational approaches within a context of comprehensive services, parent involvement, and career development.

There are 23 projects in the Follow Through Program that have been identified as having American Indians among the funded participants. Of these, eleven projects serve Indians exclusively. The ratio of American Indians to other participants in the remaining projects varies from 5% to 96%.

The total Follow Through appropriation for FY 75 was \$55,500. FY 75 funds targeted to Indian children was \$2,767,969. This amount provided service to approximately 4,298 Indian children.

Bilingual education title VII

Title VII programs are "designed to aid individuals served by elementary and secondary schools operated predominantly for Indian children, a nonprofit institution or organization of the Indian tribe concerned which operates any such school by providing equal educational opportunities to children whose dominant language is not English. This is accomplished by giving the child subject matter instruction in his/her dominant language while at the same time teaching them English. As the student's English comprehension and linguistic abilities increase, the subject matter instruction provided in English likewise increases. At the end of a successful bilingual program, the student can be taught comfortably in either language. By providing non-English dominant American Indian children an education in this manner, they: (a) become fluent in English, which greatly enhances their chances of success in our society; (b) maintain academic achievement commensurate with their peer group while learning the English language; and (c) retain their cultural heritage and fluency in the language of that group."

In FY 75-83 programs will be funded, nine were not previously funded. The following data represents funding level by Grantee for FY 75:

Fiscal year 1975 funding level

<i>Grantee</i>	<i>Amount</i>
Alaska State operated school systems.....	\$500, 000
Nome Agency, Education Division.....	
St. Mary's School Board.....	
BIA/Bethel Agency.....	204, 800
Rock Point School, Inc.....	201, 400
Rough Rock Demonstration School.....	
Window Rock School District No. 8.....	
Canado Public Schools, Apache County School District No. 19.....	115, 000
Kayenta Elementary School District.....	133, 460
BIA/Phoenix Office/Papago Agency.....	63, 120
BIA/Navajo Area Office.....	
Peach Springs School District No. 8.....	44, 220
Havasupai Tribal Council.....	29, 000
Chinle Public School District No. 24.....	206, 600
Cottonwood Day School.....	60, 000
Utah Unified School District.....	
Southwest Board of Cooperative Services.....	82, 500
Weld Board of Cooperative Education Services.....	87, 000
Miccosukee Corp.....	104, 300
Abschkee Day School/BIA.....	29, 398
American Falls School District No. 381.....	
Indian Township School Committee.....	114, 000
Choctaw Board of Education.....	311, 746
School District No. 87.....	101, 000
Hardin Public Schools.....	115, 046
Lame Deer School District No. 26.....	124, 949
Wyola School District No. 29.....	95, 000
Lodge Grass Elementary School District No. 27.....	30, 254
Dibe Yashl Habitin Olta, Inc.....	
BIA/Eastern Navajo Agency.....	79, 407
Gallup-McKinley County Schools.....	
Ramah-Navajo School Board, Inc.....	265, 767
Ramah-Navajo School Board, Inc. (materials development).....	300, 000
Sky City Community School.....	137, 592
Tularosa Municipal School.....	
Grants Municipal Schools.....	140, 000

Fiscal year 1975 funding level—Continued

Grantees	Amount
BIA/Northern Pueblos Agency-----	71,000
Clovis Municipal Schools-----	102,000
Taos Municipal Schools-----	128,000
Strother Independent School District-----	162,246
Broken Bow Public School-----	105,000
Greasy School Board of Education-----	145,000
BIA/Aberdeen Area Office-----	
Rapid City Independent School District-----	
Sicangy Oyate Ho, Inc-----	75,000
BIA/Pine Ridge Agency-----	
San Juan School District-----	
Menominee County Education Committee-----	
Total -----	4,484,835

Right-to-read—Title VII

The Right to Read Effort is a National thrust to focus on reading problems in the United States. It is a total effort; an umbrella under which all segments of society, public and private, professional and nonprofessional, have united in a common goal—to ensure that by 1980, 90 percent of all school-age children under 16 years of age living in the United States and 90 percent of all those over 16 years of age will possess and use literacy skills.

Basically, Right to Read has a three pronged strategy: (1) the establishment of demonstration programs; (2) designation of Right to Read States (administered through State education agencies); and (3) initiation and support of National Impact programs or special emphasis projects.

The Right to Read Effort works with many different types of educational institutions which serve various ethnic groups. Among the ethnic groups served under Right to Read are the Native Americans.

Services provided include adult literacy training, staff development for teachers, and other activities geared to the improvement of reading. Numbers served include approximately 400 children (ages 6-17) and 950 adults (ages 16-17). Total funds going to Native American projects for Fiscal Year 1975 were \$361,019. Total Right to Read budget for Fiscal Year 1975 was \$12 million.

Following is a breakdown of specific projects:

The following six projects have had three years of funding and terminate on August 31, 1975.

1. Stanford University—Palo Alto, California.
2. Alabama State University—Still Water, Alabama.
3. University of Oklahoma—Norman, Oklahoma.
4. Navajo Community College—Tsaile, Arizona.
5. Chicano Indian Study Center of Oregon—Corvallis, Oregon.
6. Mohawk Tribal Council—Hogansbury, New York.

SCHOOL BASED PROJECTS

1. Hardin Public Schools—Terminates June 30, 1975, Hardin, Montana.
2. Anchorage Borough School District—Anchorage, Alaska—began July 1, 1975 and will operate for three years.

READING ACADEMY PROJECT

(Literacy Council of Alaska—Fairbanks, Alaska—began February 1, 1975 and will operate for three years)

Right to Read as no funds earmarked specifically for Native American projects. Funds are awarded strictly on a grant basis and all applicants must compete for funds on an equal basis.

School Library Resources (ESEA II)

Total fiscal year 1975 Appropriation: \$95,250,000.

Fiscal year 1975 Appropriation for Indian children: \$530,000.00.

ESEA II allots funds to States on a formula based on the number of school children enrolled in private and public schools in the State. State Education

agencies operate the program and allocate funds in accordance with a State plan which includes assurances of administration under the relative need selection criteria, equitable treatment of private schools, and maintenance of effort.

In FY 75 under consolidation, ESEA IV-B will provide approximately \$530,000 for this program. ESEA-IV-B and NDEA Title III programs will provide American Indian children school instruction in science, mathematics, and modern foreign language including Indian language.

Library Career Training (HEA II-B)

Total fiscal year 1975 Appropriation: \$2,000,000.

Fiscal year 1975 Appropriation for Indian children: \$88,047.00.

This program authorizes the Commissioner to make discretionary grants to institutions of higher education and other library agencies to support training in library science and information science at all levels through fellowships, trainee grants and institutes.

In FY 75, \$88,047 was allocated to the Library Career Training Program, in two grants and allowed 15 American Indians (average age of 21) to participate in these programs.

Library Research and Demonstration (HEA II-B)

Total fiscal year 1975 Appropriation: \$1,000,000.

Fiscal year 1975 Appropriation for Indian children: \$170,422.00.

This program enables the Commissioner to make discretionary grants and contracts to public and private organizations and agencies. Program priorities are determined on the basis of legislation, regulations, and published criteria.

The \$170,422, FY 75 funds were allotted to the Library Research and Demonstration Program for two grants which served an estimate of 24,000 Indians of all ages, on nine reservations. Recipient tribes were Apache, Navaho, and Pueblo. In addition, technical assistance provided by the National Indian Education Association for the national Indian community.

Library Services—Grants to Public Libraries (LSCA I) (Library Services and Construction Act)

Total fiscal year 1975 Appropriation: \$49,155,000.

Fiscal year 1975 Appropriation for Indian children: \$250,000.00.

LSCA, Title I, provides grants to States to provide public library services to areas without services or with inadequate services; strengthens services to specialized groups such as disadvantaged, handicapped, institutionalized, and limited English-speaking ability; strengthens administration at the State level; and strengthens metropolitan and regional resource centers. Authorized activities run the gamut required for developing and operating public library services.

In FY 1975 services were available for an estimated 300,000 Indian children. This program is funded at a level of \$250,000 Federal dollars under LSCA, Title I. Services are available both on and off the reservation and includes culture, bookmobile services and special library services to blind and physically handicapped Indians.

One problem in the current program structure which inhibits library services to Indians is the availability of LSCA, Title I funds for Indian reservations. LSCA funds are allotted to the States which in turn fund public library services. Since Indian reservations are Federal property, the States do not have to expand their funds for these library services. Not all States have been able to negotiate for public library services on the reservations, generally as a branch library, but do provide these services in communities adjacent to the Indian reservations.

Teacher Corps

The purpose of the Teacher Corps "is to strengthen the educational opportunities available to children in areas having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation and to encourage institutions of higher education and local educational agencies to improve programs of training and retraining for teachers and teacher aides." It is not a program designed to assist Indians per se, although since the first group of projects began in 1966, 38 Teacher Corps projects have provided educational services to Indian children. During this same period a total of some 415 projects were funded. The 415 figure includes the 38 projects which provided educational services to Indians.

Projects which have worked with Indians range from a target population of nearly 100 percent Indian children—e.g., Alaska, North Dakota, South Dakota—

to projects in which at least one team worked with a substantially Indian population. In addition to working with a target population of elementary age school children, such Teacher Corps projects have attempted to enroll as many Indians as possible as interns. Some 450 Indians have (or will) become certified teachers and have obtained (or will obtain) a Bachelors or Masters Degree depending on entrance level.

The funding level for Teacher Corps for FY '75 is \$37.5 million. Of this \$4,963,941 have been expended for service to Indians.

No exact records have been maintained; however, assuming that each of the 38 projects which provided educational opportunities to Indian children had an average of 60 Indian children who received direct or indirect benefits from Teacher Corps interns, a total of some 2,300 Indian children received educational services which would not otherwise have been available to them. Virtually all of these would be elementary school level, ages 6-12.

New legislation (1974) shifted Teacher Corps program focus toward a greater emphasis on retraining existing staff. This has resulted in a reduction of the number of interns and also a need for projects to offer graduate level programs. Many people in the field interpreted these changes as inhibiting services to Indians since there would be fewer interns in projects and most of the established teachers in schools serving Indian children are not Indians. Teacher Corps has confronted this problem directly with those who raised these issues and we believe that satisfactory agreements exist that allow projects to remain true to our legislative mandate while also helping those who are working to bring more Indians into instructional roles in schools serving their children.

Career Education

The Office of Career Education seeks to demonstrate the most effective methods and techniques in career education and to develop exemplary career education models. As one of the five categories specified, activities designed to demonstrate the most effective methods in career education for special segments of the population as handicapped, minority, low income, or female youth included service to Indians.

Under this category one project was funded, the University of South Dakota, Vermillion, South Dakota, OEG-007502313 in the amount of \$98,395. The project proposes ultimately to benefit a population of 350 students in South Dakota. The primary target population affected will be in the Marty Indian School. Indians involved are as follows:

Students:		
High school	-----	105
Elementary	-----	245
Total	-----	350
Staff:		
Teachers	-----	4
Administrators	-----	2
Counselors	-----	2
Dormitory matrons and aides	-----	17

Demonstration of the effectiveness of this project will be disseminated to Indians throughout South Dakota.

Education Professional Development

The Education Professions Development Act (EPDA) was amended by the Education Amendments Act of 1972, Title IV, Part E. That amendment added Section 32 to Part D of EPDA and reads as follows:

"Sec. 532. Of the sums made available for the purposes of this part, not less than 5 per centum shall be used for grants to, and contracts with, institutions of higher education and other public and private nonprofit agencies to serve as teachers of children living on reservations serviced by elementary and secondary schools for Indian children operated or supported by the Department of the Interior, including public and private schools operated by Indian tribes and by nonprofit institutions and organizations of Indian tribes. In carrying out the provisions of this section preference shall be given to the training of Indians."

It should be noted that the Office of Education has never requested funds for this program and the program has thus never been a line item in the budget. In the joint committee report on the FY 1975 budget, the Congress pointed out that it expected the full five percent set-aside to be honored.

In FY 1975, five percent of Part D totaled \$406,950. These funds were awarded in June to enable eight existing projects to continue for one more year (Academic Year 1975-76) at reduced levels of support. Seven of the projects support a total of 334 participants who are undergoing either full or part-time training toward eventual teacher certification. The eighth project supports five full-time graduate students in the area of guidance and counseling. All participants are Indian.

Five of the grants were made to Indian tribes or organizations. The other three are to universities. Some of the training takes place on site (in the communities) and some is on college campuses. The eight projects, their level of funding, and a brief description of each follows:

Grantee	Funding level	Description
Northeastern Oklahoma State University, Tahlequah, Okla.	\$50,022	30 full-time undergraduate students (15 each semester) work as teaching interns in rural schools having a large percentage of Indian students.
Ute Indian Tribe, Fort Duchesne, Utah...	50,000	11 participants work a half day as teacher aides and attend classes a half day. Full-time summer sessions.
Coalition of Indian Controlled School Boards, Denver, Colo.	79,471	Project supports 135 participants at 5 sites around the country. Most are teacher aides and all attend classes part time.
University of Washington Seattle, Wash.	53,056	Project supports 17 full-time students, mostly undergraduates.
Navajo Tribe, Division of Education, Window Rock, Ariz.	50,000	Project supports 200 students who attend summer school full time. This project supplements a grant under the Indian Education Act which supports the students (mostly teacher aides) for part-time course work during the academic year.
University of South Dakota, Vermillion, S. Dak.	30,851	Project supports 5 full-time graduate students (master's level) in the field of guidance and counseling.
Paint Rock Community School Clinic, Ariz.	33,889	30 uncertified native language teachers attend classes part time during the academic year and full time in the summer.
Montana United Scholarship Service, Great Falls, Mont.	69,661	11 participants are full-time undergraduate students. Academic program includes 2 days a week working as interns in elementary schools.
Total.....	406,950	

HIGHER EDUCATION

Basic Educational Opportunity Grant Program

Description of program.—This program provides direct grants to help qualified undergraduate students finance their postsecondary education. At full-funding, the program provides grants to students of \$1,400, less expected family contribution, but not to exceed one-half the cost of attendance. Also, at full-funding, no grant of less than \$200 will be paid. In the event that full-funding is not achieved, reduction factors are applied to pro-rate the students' entitlement downward based on the existing appropriation.

Basic Grant applications are placed in locations easily accessible to students, who, upon completion, submit the forms to an OE contractor for determination of expected family contribution. After the calculation is made, the contractor will send a multi-copy certification of the student's family contribution. The student can then apply to the institution of his choice for admission and financial assistance. Institutions will be provided with OE criteria for determining cost of attendance and a payment schedule based on the appropriation. With this information, institutions will be able to determine the student's basic grant and begin development of his total student aid package.

No preference is given to students from a specific ethno-racial background.

Funding:

Total obligation.....	\$400,000
Obligations to Indians.....	3,600

Recipients:

Total recipients.....	600,000
Age of recipients.....	18 to 22
Indian recipients.....	5,400

Note. These estimates were derived by determining the percent of Indians receiving SEOG grants (.9 percent) and multiplying the total obligation and total number of recipients by this percentage.

The Division of Student Support and Special Programs administers three college-based programs:

1. *The National Direct Student Loan Program* which is a low-cost, deferred repayment loan program funded in ninety (90) percent with Federal monies, and ten (10) percent with institutional monies.

FY 75 Total funding level: \$300,200,000.

2. *The College Work-Study Program* through which an institution provides work on or off-campus for students, which is funded eighty (80) percent with Federal monies, and twenty (20) percent with institutional monies.

FY 75 Total funding level: \$321,000,000.

3. *The Supplemental Educational Opportunity Grants Program* which is a grant program for students, which is funded one hundred (100) percent with Federal monies.

FY 75 Total funding level: \$242,385,000.

The most essential condition of an applicant's eligibility for aid under these three programs is that he or she be in need of the requested assistance to pursue his or her course of study. These programs are administered in their entirety by participating postsecondary institutions for their needy students who are enrolled for at least a half-time course of study. The work and loan programs are available to undergraduate or graduate students. The grant program is limited to undergraduate students. Indian students meeting the test of eligibility may receive funds from these programs to pursue their course of study just as any other needy enrolled student. The monies are not earmarked for any particular ethnic group. Rather, institutions are funded under these programs through a *statutory formula*. The level of funding, therefore, bears no real relationship to the number of Indian students aided. In Fiscal Year 1974 (latest year for which data is available) the unduplicated number of Indian students aided under these programs was 8,563 in the amount of \$6,509,849. All students aided were of college age.

Total funds to aid Indians, \$6,509,849.

Total number of Indians aided, 8,563.

As stated before, the most essential condition for eligibility under these programs is need. Recently a regulation (Federal Register, Vol. 40, No. 46, 3/7/75) was proposed which, if adopted, would insure that a BIA grantee would receive no fewer dollars in Supplemental Educational Opportunity Grant funds than would be the case if he were not to receive a BIA grant. The proposed rule would require that the aid package for a BIA grant recipient be consistent in types and amounts with the aid packages for students who are most eligible for BIA grants. Then, if the aid package exceeds the student's need when the amount of his BIA grant is included, the reduction to the level of his need shall be accomplished by first removing the excess from any amount awarded as loans. If any excess remains after all loan awards have been deducted, awards in the form of Work-Study shall be reduced unless an excess above need still remained after the entire Work-Study award had been deducted.

TRIO Programs

The Special Programs for Students from Disadvantaged Backgrounds consists of four programs designed to equalize educational opportunities for persons of deprived economic, educational, or cultural backgrounds or with physical handicaps. The programs specifically are:

1. *The Talent Search Program* which provides secondary school students with assistance in preparing admissions and application forms for postsecondary education, encourages secondary and postsecondary school dropouts to return to appropriate educational programs, and disseminates information on all sources of available aid that can be applied toward postsecondary educational pursuits.

2. *The Upward Bound Program* which is designed to provide secondary school students with the academic skills necessary to complete secondary schools and enter postsecondary education. Students during the academic year receive tutoring and personal, career, and academic counseling. During the summer, students live on the campus of the host institution and participate in an intensive academic program for 6-8 weeks. During this time students also participate in cultural activities or undertake field trips over the weekends.

3. *The Special Services for Disadvantaged Students Program* which is designed to enable students who are enrolled in institutions to complete their educational programs. Students are provided tutoring, academic, career and personal counseling and guidance, remedial and special classes. Other supportive services that will enable students to remain in school are provided with adequate financial aid.

4. *The Educational Opportunity Centers* which are located in areas with major concentrations of low-income residents. The centers provide assistance to all

residents in the area. Some services provide assistance in obtaining financial aid from colleges and universities. Centers provide tutoring to residents who are currently enrolled in postsecondary education. Centers serve as recruiting sites for all institutions seeking to enroll disadvantaged students as well as serving as a clearinghouse on counseling and tutoring techniques that have been successful with disadvantaged students.

There is no prohibition against Indians being served by these programs. For the first three programs participants must be citizens or nationals of the U.S., low-income, and in need of program services. Any person, residing in an area where an EOC is located can be served by the center.

SPECIAL PROGRAMS: TALENT SEARCH, UPWARD BOUND, SPECIAL SERVICES, EDUCATIONAL OPPORTUNITY CENTERS

(Estimated ¹ level of program support for American Indian participants during fiscal year 1975 (fiscal year 1974 funds))

	Talent Search	Upward Bound		Special Services	Educational Opportunity Centers
		Regular projects	Special veterans		
Total Federal funds obligated.....	\$5,000,000	\$34,851,520	\$3,479,480	\$22,999,982	\$3,000,000
Estimated number of all program participants.....	138,556	30,890	30,696	71,909	NA
Estimated number of American Indian participants.....	16,331	2,260	823	4,497	NA
Estimated Federal funds for American Indian participants.....	\$707,132	\$2,353,145	\$83,287	\$1,118,515	NA

¹ Actual figures will be available in September 1975.

State Student Incentive Grant Program

Description.—The SSIG program is designed to encourage States to develop or expand programs of grant aid to students in "substantial financial need" attending eligible institutions of postsecondary education. States are responsible for the selection of grant recipients. However, selection criteria is subject to review by the Commissioner. Individual students' grants are limited to \$1,500 per academic year.

SSIGP is a 50/50 cost-sharing (State/Federal) program under which Federal funds are allotted/reallotted to the States based on a formula reflecting current student attendance patterns. Reallotment is permitted if a State does not use its current allotment. Disbursements are made directly from the Federal government to the States and from the States to postsecondary institutions on behalf of students. Since there is no prescribed aid allocation procedure, a State may employ any distribution procedure that falls within the overall scope of the statute.

States are required to administer the funds through a single State agency to maintain effort. New initial grants under SSIGP must be in excess of the amounts provided by the State two fiscal years prior to the year the State initially receives aid under the SSIG program.

Funding: Total obligation.....	\$20,000,000
Recipients:	
Total recipients.....	76,000
Age of recipients.....	18-24

Data on number of participants by ethnic-racial background is not available. OE forms clearance has restricted SSIG from requesting such data from participants.

Developing Institutions Programs

Program purpose and operations.—This is a program of special assistance to strengthen the academic quality of developing institutions. As stipulated by law, developing institutions are defined as: (1) those providing an educational program which awards B.A. or A.A. degrees, (2) those accredited by a nationally recognized accrediting agency or association or making reasonable progress toward accreditation, (3) satisfying both of the above stipulations during the five academic years preceding the academic year for which assistance is sought (waivers may be made for institutions which serve to increase higher education for Indians and Spanish-speaking people), (4) being public or non-profit, and (5) meeting such other requirements as the Commissioner shall prescribe by regu-

lation. The law stipulates that such prescriptions shall include indication that the institution is: (a) making a reasonable effort to improve the quality of its teaching and administrative staffs and of its student services and (b) for financial or other reasons, struggling for survival and isolated from the main currents of academic life.

Section 306 of Public Law 92-318 allows the Commissioner to financially assist developing institutions under certain programs under the Higher Education Act. Under this provision and at the Commissioner's discretion, the non-Federal institutional share of costs for participating in the various programs in Titles II, IV, VI, and VII may be waived for institutions which have been certified as developing institutions.

In FY 1973, the program was administratively divided into the Basic Institutional Development Program and the Advance Institutional Development Program. Both branches provide assistance to qualified applicant institutions in the form of grants which are awarded competitively on the basis of realistic long-range plans and relative ratings along qualitative and quantitative parameters which are designed to assess institutional ability to make effective use of an award. Basic institutions receive one-year grants for improvement of curriculum, faculty, administration, and student services. Advanced developing institutions receive multi-year grants, which may extend up to five years, for developing planning, management, and evaluation capability, for undertaking special purpose programs, and for promoting financial self-sufficiency. The Basic Branch operates much as the program did upon implementation; the objective of the Advanced Branch is to select among relatively highly developed applicants and accelerate the strengthening of their academic quality.

AMERICAN INDIAN PROGRAMS SUPPORTED IN FISCAL YEAR 1975 BY TITLE III, STRENGTHENING DEVELOPING INSTITUTIONS

State and grantee	Total grant to institution	Amount of grant for American Indian programs
Basic institutional development program:		
Alaska: Sheldon Jackson College ¹	\$150,000	\$150,000
Arizona:		
College of Ganado ¹	125,000	125,000
Navajo Community College ¹	475,000	475,000
Arkansas: John Brown University	200,000	60,000
Colorado: Fort Lewis College	250,000	250,000
Kansas: Baker University	225,000	225,000
Montana:		
Carroll College	215,000	28,500
Miles Community College ¹	100,000	100,000
North Carolina: Pembroke State University	245,000	125,000
North Dakota:		
Bismarck Jr. College ¹	175,000	165,000
North Dakota State University, Bottineau ¹	190,000	160,000
Lake Region Community College ¹	150,000	150,000
Marv College	250,000	224,000
Oklahoma:		
Bacone College ¹	125,000	125,000
Conners State College ¹	200,000	200,000
Eastern Oklahoma State College ¹	170,000	170,000
Oregon: Central Oregon Community College ¹	170,000	34,682
South Dakota:		
Black Hills State College	400,000	1,300,000
Huron College	185,000	11,934
Northern State College	155,000	69,000
Utah:		
College of Eastern Utah ¹	150,000	44,100
Southern Utah State	100,000	20,000
Washington:		
Fort Wright College	100,000	19,000
Wenatchee Community College ¹	175,000	175,000
Wisconsin: Northland College	150,000	150,000
Wyoming: Eastern Wyoming College ¹	150,000	50,000
Total from basic program (26 grants)		\$3,606,216
Advanced institutional development program:		
Iowa: Morningside College	1,000,000	200,000
North Carolina: Western Carolina University	1,700,000	47,500
Total for advanced program		247,500

¹ 2-yr colleges.

² Or 6.91 percent of \$52,000,000 (15 2-yr colleges for total of \$2,423,782; 11 4-yr colleges for total of \$1,182,434).

Title III totals for native Americans in fiscal year 1975:

Basic program, 26 grants.....	\$3,606,216
Advanced program, 2 grants.....	247,500

Total for title III program.....	3,853,716
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Total number of American Indians attending colleges at the title III funded institutions and benefiting from the programs, 4,589.

We have found that the 1.4 per centum limitation regarding funds which may be available for the support of higher education for Indians acts as an inhibiting factor in reference to the possibilities for supporting under the Indian Waiver a growing number of urban colleges involving substantial numbers of urban Indians. These are community colleges which have been established within the last five years.

A removal of the per centum would allow us to directly support postsecondary institutions that have been established since 1971-72 on Indian reservations. This would contribute to the self-determination of tribal entities who are linguistically and culturally unique. Further, the abolition of the 1.4 per centum would act as an incentive to the tribal governments who, like the Navajo, are becoming increasingly concerned with enhancing educational opportunity on the reservation. Under the AID Program where large grants are possible, allowance at the 1.4 per centum level precludes the funding of no more than one institution.

FISCAL YEAR 1975 INDIAN PROGRAMS SUPPORTED BY TITLE III**Bacone College, Oklahoma (\$225,000)**

This institution, with 50% Indian enrollment, utilizes Title III funds to support a total cluster of programs including recruitment, special services for students from distant reservations, Library Improvement in Indian Studies, Indian Studies Curriculum Development and counseling services.

Baker University, Kansas (\$225,000)

This College is working with Haskell Indian College in a cooperative program focusing on Developmental Studies, the preparation of Native American curricula and support for Native American lectures. The central theme is the development of both a bilingual and bicultural experience for Native American students.

Bismarck Junior College, North Dakota (\$165,000)

Bismarck Junior College is continuing its program with the Standing Rock Reservation in an effort to extend educational opportunities to students on the Standing Rock Reservation itself. They are providing administrative development, curriculum development and special counseling and recruitment.

Black Hill State College, South Dakota (\$300,000)

This program provides three foci: support for an Indian Studies Center on the Black Hills Campus; for the Lakota Higher Education Center on the Pine Ridge Reservation; and support for Sinte Gleska Higher Education Center on the Rosebud Reservation.

Carroll College, Montana (\$64,000)

Carroll College, working with the College of Great Falls is developing an Indian Teacher Preparation Curricula. They are also assisting both Miles Community College and Dawson College to develop Associate Degree Programs and Human Services Programs.

Central Oregon Community College, Oregon (\$30,423)

The Native American component of this project supports an Indian counselor, Staff for the learning center, and on going curricular development activities on the Warm Spring Reservation. The total cooperative effort has been significantly absorbed by Central Oregon college after three years of intensive support by Title III.

College of Eastern Utah, Utah (\$24,000)

This institution has established an outreach center at Mexican Hat to provide special educational services for Navajos. The program is to support counseling, recruitment, and the development of special educational materials.

College of Ganado, Arizona (\$125,000)

The majority of students at this institution are Navajo and Hopi. Title III is supporting special student services, Skills development, and Range Management curricula.

Connors State College, Oklahoma (\$200,000)

Connors State College, assisted by an Indian Careers Advisory Council is attempting to sensitize college staff in terms of increased effectiveness in working with Indian Students. They are also using Title III funds to produce special career programs in Leisure Property Management, Law Enforcement and Environmental studies.

Eastern Oklahoma State College, Oklahoma (\$60,000)

Special student counseling efforts and development studies support are provided by two components of this consortia program. Also included is the establishment of a new Indian Studies Associate Degree Program.

Fort Lewis College, Colorado (\$250,000)

The Intercultural Program provides academic, experiential, cultural and service approaches in intercultural education relating to all aspects of the college community.

Fort Wright College, Washington (\$22,541)

An Indian Educational Development Program is being initiated by this new grantee. This will provide an Indian faculty member and a counselor for Indian students.

Huron College, South Dakota (\$48,470)

A component of this program supports an Indian recruiter, special counseling and the development of non-traditional curricula.

Lake Region Junior College, North Dakota (\$150,000)

The college is working with the Devils Lake Sioux Indian Reservation at Fort Totten to develop an all Indian Educational Center with special emphasis on counseling, financial aid and the teaching of job entry skills.

Mary College, North Dakota (\$226,000)

Mary College is working with both the United Tribes of North Dakota and the Fort Berthold reservation in continuing the cooperative development of Indian curricular models (United Tribes) and the higher education center on the Fort Berthold reservation.

Miles Community College, Montana (\$100,000)

An Instructional Strategies Team is continuing for a second year its effort at Lame Deer with the Northern Cheyenne to develop individualized learning packages in occupation/career areas.

Navajo Community College, Arizona (description attached)

American Higher Education Consortium (\$350,000).

Navajo Community College Program (\$125,000).

North Dakota State University, Bottineau Branch, North Dakota (\$190,000)

This is a cooperative project with the Turtle Mountain Reservation to provide special focus educational programs and counseling on the reservation for Indian students taking courses under the guidance of NDSU faculty.

Northern State College, South Dakota (\$90,000)

Working with Presentation College, the program supports an Indian Extension Education Officer on the Cheyenne River reservation at Eagle Butte. Special tutoring and student personnel support is included as well as a Lakota Language and Indian Studies instructor.

Pembroke State University, North Carolina (\$124,940)

Pembroke State University conducts a Curriculum Library Improvement Program that includes the development of specialized educational reference materials, an American Indian Studies Librarian, an instructor in American Indian Studies and other faculty. Student services are also included.

Sheldon Jackson College, Alaska (\$150,000)

The total program of the institution involves the development of special educational opportunities for Indians, particularly Eskimo and Tlingits. Support includes special faculty, and emphasis on retaining the Indian languages, the operation of a learning center and funds for the delivery of education services by Sheldon Jackson teams to isolated Indian villages.

Southern Utah State College, Utah (\$18,000)

This component supports an Indian Agricultural program which funds recruitment activities and the development of career curricula in the Agri-Business area.

Wenatchee Valley College, Washington (\$195,000)

The Northwest Native American Development Program, in cooperation with the Colville Confederated tribes has established field-centered educational services for Native students. This includes special courses, an emphasis on counseling and retention efforts, and intensive recruitment.

The American Indian Higher Education Consortium (fiscal year 1975, \$350,000)

Navajo Community College, Tsaile, Arizona acts as the coordinating institutions for the American Indian Higher Education Consortium (AIHEC). This consortium's central office is located in Denver, Colorado. The AIHEC group is in its second year of support under the Basic Developing Institutions Program. It received \$350,000 for FY 1973 and was funded for the same amount for FY 1975.

The AIHEC Consortium has several major accomplishments to its credit since its inception less than two years ago:

A viable structure has been organized and the staff is actively pursuing the goal of improving educational opportunities for Indian College students.

An all-Indian postsecondary staff is working at the AIHEC headquarters in Denver. Mr. David Gipp (Sioux) is the Consortium Director and Title III coordinator. The Title III supports ten of 12 staff position (two are funded under Title IV-D—Cooperative Education).

The consortium is focusing on five special areas which have implications for the development of higher education for Indians.

1. *The Development of Indian Oriented Curricular Materials.*—This program has included several planning sessions for the organization of workshops in instructional products development. Presently, they are focusing on bilingual programs for member colleges.

2. *Initiation of a Data Base and Research Capability for the Satellite Colleges.*—The consortium has established a data gathering instrument which will provide a more uniform set of data on all consortium colleges. Work is progressing on finalizing the data instrument and organizing a professional resources information center.

3. *Review of Accreditation as it Relates to the Education of Indian Students.*—The consortium accreditation staff person has completed the first draft of the report called "Indian Community Colleges and Accreditation". In December 1974, the Consortium Director and the Accreditation Committee met with the North Central Accrediting Association in order to outline the North Central's policy for consortium schools.

4. *Human Resources Planning.*—AIHEC is assisting in the development of a human resources plan for both Navajo Community College and the Lakota Higher Education Center. This plan involves administrators, faculty and boards of regents.

5. *Review of Institutional Development at Member Colleges.*—The consortium has just prepared and is publishing (with outside assistance) an Indian Foundation Directory and Training Guide.

The AIHEC consortium includes the following participating Institutions:

Coordinator: Navajo Community College.

Participants:

Black Hills State College: (Sinte Gleska Community College), (Oglala Sioux Community College).

Bismarck Junior College: (Standing Rock Community College).

Bottineau Branch of North Dakota State University (Turtle Mountain Community College).

D-Q University.

Students served by Navajo Community College and the centers total approximately 2,700. The current enrollment breakdown is as follows:

	<i>Students</i>
Navajo Community College.....	1,300
Black Hills Indian Students Center.....	87
Sinte Gleska Community College.....	280
Oglala Sioux Community College.....	320
Standing Rock Community College.....	200
Turtle Mountain Community College.....	180
Total	2,367

Since October 1973, when the initial consortium staff was brought on board, AIHEC has sponsored or officially participated in nine (9) workshops and eleven (11) working sessions.

AIHEC has three publications in final draft:

1. "Indian Community Colleges and Accreditation".
2. An Indian Foundations Directory and Training Guide.
3. A report on the Seminar for Communications for Understanding (with assistance of the Johnson Foundation).

The consortium disseminates a quarterly newsletter which goes to Indian organizations, agencies, and postsecondary institutions.

Immediate attention has been given to the fact that the consortium has resulted in the initiation of a cooperative and cohesive strategy for aiding Indian postsecondary institutions vis-a-vis the organization of a service agency, an all Indian staff, and a policy for defining appropriate services.

The Indian institutions represented by AIHEC reach a potential population of 200,000 Indian people, according to David Gipp, the AIHEC coordinator. But, in addition, five of the institutions participating in AIHEC have separate bilaterals under Title III. Since the origin of funding in FY '73, these colleges have received a total of \$1,250,000 from their bilaterals.

Navajo	250,000
Bismark (Standing Rock)	250,000
Bottineau (Turtle Mountain)	250,000
Black Hills (Oglala Sioux) (Sinte Gleska)	500,000
Total	1,250,000

Each of the bilaterals support a core instructional staff who serve between 2,700 and 3,000 Indian students. Counselors are also supported by the bilateral grants.

The only exception is the Navajo Studies bilateral at Navajo Community College. While the other programs encompass the total core instructional group, Navajo's bilateral has focused primarily on the development and refinement of special Indian Studies modules in Navajo History, Navajo psychology and culture. The Navajo Studies Center receives approximately one-third of its total operating budget from the Title III program.

It is also important to note that the Indian Consortium is represented on the Ad Hoc Committee for the legislative committee of the National Advisory Council on Indian Education. AIHEC will assist in overall Indian education planning. Certainly they are assuming an increasingly important role in this respect.

Cooperative Education, Title IV-D, HEA

Program description.—Under this program, the Commissioner of Education is authorized to award grants for the planning, establishment, expansion or carrying out of cooperative education programs in higher education institutions. Cooperative Education is defined as alternate periods of full-time study and full-time public or private employment related to a student's academic course of study.

Grants are awarded to institutions on a proposal basis with an institution only eligible to receive grants for three years. Each award cannot exceed \$75,000 and these funds cannot be used as compensation for student employment.

The Commissioner is also authorized to make training, demonstration, or research grants to institutions or public or private nonprofit agencies and organizations.

The program does not focus on any specific minority or ethnic group but on the disadvantaged.

For FY 1975, \$10,750,000 was appropriated for Title IV-D and of this amount \$85,000 went to projects specifically identified with Indians.

Data on numbers of Indians is not available. There is no specific age limitation as the program relates to college students.

There is no inhibitor of service to Indians in the program.

University Community Services, Title I, HEA

Program description.—This program provides grants to the States to strengthen community service programs of colleges and universities for the purpose of assisting in the solution of community problems. The program is administered in each State by a State agency designated by the Governor. The State agency establishes program priorities for its State, and approves institutional proposals to be funded. Funds are provided on a 66% Federal and 33% non-Federal basis. A community service project under this Act means an educational program, activity, or service, including a research program and a university extension or continuing education offering, designed to assist in the solution of community problems.

Section 106, Title I authorizes the Commissioner to reserve 10 percent of sums appropriated in order to make "grants to, and contracts with, institutions of higher education (and combinations thereof) to assist them in carrying out special programs and projects . . . which are designed to seek solutions to national and regional problems relating to technological and social changes and environmental pollution." It has been determined that program activities will be limited to either demonstration projects or experimental efforts. Projects must be based on a design for and the implementation of organized continuing education activity for adults.

Either program is applicable to Indians to the degree eligible institutions of higher education develop proposals consistent with the general requirements.

For FY 1975, \$14,250,000 was appropriated for Title I and of this amount \$150,000 went to projects specifically directed to the Indian population.

Data on numbers of Indians is not available. The program is limited to adults.

Specific service to Indians under the State-based program would require such a priority in a State Plan which, by statute, is a State determination. There are no exclusions of Indians in other contexts as, for example, disadvantaged, women, and prison inmates.

Training Programs for Higher Education Personnel, Title V-E, HEA

Program description—Fellowships.—This program assists institutions of higher education in the preparation of education personnel for two year and four-year colleges and universities.

Each fellowship can be granted for up to Two years consisting of a new stipend level in FY 1974 of \$3,000 each year of study. In addition to the stipend, a Fellow receives \$500 for each dependent. Educational allowances of \$3,000 are provided to the institution per year for each Fellow enrolled in the program.

Under this program, funds may not be used to support fellowships leading to a doctorate which are eligible for support under Title IX-B. Panels of academic consultants review institutional applications and after additional staff review, final recommendations are made to the Commissioner.

The program does not focus on any specific minority or ethnic group.

For FY 1975, \$530,000 was appropriated for Title V-E Fellowships and of this amount \$13,000 was awarded to Indians. FY 1975 was the last year of funding.

Two Indians are participating under the program at the present time. There is no specific age limitation as the program is available to graduate students.

There is no inhibitor of service to Indians in the program.

Program description—Institutes.—This program assists institutions of higher education in training persons who are serving or preparing to serve as teachers, administrators or educational specialists in higher education. To accomplish this, training grants are awarded to institutions to help meet the need for well trained higher education personnel.

Special emphasis is directed toward the training of staff of junior colleges, personnel to work with disadvantaged students and serve in developing institutions, college administrators, personnel to improve undergraduate instruction, education specialists and student personnel service officers.

Grants may support graduate level institutes, short-term training programs and special projects for training higher education personnel. Awards are made on the basis of approved institutional applications.

For FY 1975, \$1,570,000 was appropriated for Title V-E Institutes and of this amount \$110,000 went to projects specifically identified with Indians.

Data on numbers of Indians is not available. There is no specific age limitation as the program relates to college students.

There is no inhibitor of service to Indians in the program.

Ethnic Heritage Studies Program

This program is designed to provide for a greater understanding of the contributions of one's own ethnic heritage of others to increase intercultural understanding among the culturally diverse population of the United States. The program authorizes grants and contracts with public and private nonprofit educational agencies, institutions and organizations to assist them in planning, developing and operating ethnic heritage studies programs.

Programs for ethnic heritage studies which are proposed must be planned and carried out in consultation with an advisory committee that is representative of the ethnic group or groups with which the program is concerned. Project activities include curriculum material development, and distribution, teacher training, and cooperation with ethnic groups in the community served by each project. Emphasis will be placed on multiethnic endeavors that draw upon the cultural pluralism of the community.

Following is a listing and description of the projects under Title IX funding that have served, or are serving Native Americans. For FY 1974, two of the 42 projects exclusively served Native Americans, for roughly 5 percent of the total appropriation of funds for ethnic heritage studies (\$115,000). One of the 42 programs last year partially served Native Americans: the Cuba Schools project which was funded at \$11,000. For FY 1975, five of the 49 grants are serving Native Americans for roughly 10 percent of the funds (\$175,000 out of the total appropriation of \$1.8 million). A grant of \$12,000 is also being made to East Los Angeles College which includes Native Americans among several other ethnic groups being served by their program. The 1975 programs are just getting started, and there appear to be no problems with them as yet. The two 1974 projects have gone relatively smoothly, although the Alaska program got started very late, and they are only now accomplishing anything of significance with the development of a film on the culture of Alaska Natives. The South Dakota project last year appears to have produced some very good materials for use essentially in social studies classes (8th grade level) throughout the State.

In FY 1975, five grants were awarded to Indian communities for a total of \$175,000.

ETHNIC HERITAGE STUDIES PROGRAMS SERVING NATIVE AMERICANS 1974-76

Major contact	Title of project	Director	Type of program	Level	Population served	Grant (fiscal year 1975)
Mid-American All Indian Center Wichita, Kans.	Heritage of the Plains Indians.	Frederick Schmid.	Curriculum development.	K-12.....	2,600.....	\$45,000
University of Nebraska, Lincoln, Nebr.	Ethnic art studies of Native Americans in Nebraska.	William Wallis.....	Curriculum development.	K-12.....	55,000 Sioux..	31,000
College of Great Falls, Great Falls, Mont.	EHS program: TV program on Culture and Tradition of Indians.	Harold Anderson..	Curriculum development.	Secondary.	50,000 Montians Indians.	26,000
University of Utah, Salt Lake City	Understanding Native Americans and their heritage.	E. D. Edwards.....	Training of teachers.	E & S.....	80 teachers....	38,000
University of Nevada, Reno, Neva.	Paiute and American Indian understanding through education.	Len L. Trout.....	Training.....	Elementary	550 Paiute....	35,000

Education for the Handicapped—Part B

The Education for the Handicapped Program is a national effort to assist the States and outlying areas in the initiation, expansion, and improvement of programs and projects for handicapped children at the preschool, elementary, and secondary levels, and to serve as a catalyst to promote increased programming for children on a comprehensive basis involving various Federal programs and local resources, so that full educational opportunities may be provided to all handicapped children.

Funds are allocated and distributed to the States in proportion to their age (3-12) in the population (minimum \$300,000). A portion of these allocations may be used for the administration of educational programs for handicapped children. In Fiscal Year 1975 only, funds are allocated to the States on the basis of the number of children in each State aged 3 to 21, multiplied by \$8.75.

Specifically as it relates to Indians, "the Commissioner is authorized for the Fiscal Year ending June 30, 1975, to make payments to the Secretary of the Interior according to the need for such assistance for the education of handicapped children on reservations serviced by elementary and secondary schools operated for Indian children by the Department of the Interior, and the terms upon which payments for such purposes shall be made to the Secretary of the Interior shall be determined pursuant to such criteria as the Commissioner determines will best carry out the purposes of this part. The amount of such payment for any fiscal year shall not exceed 1 per centum of the aggregate amounts to which States are entitled under subsection (b) of this section for that fiscal year."

Relevant programs serving handicapped Indian children in Part B are BIA and Public Schools.

BIA school funds are awarded by the Education of the Handicapped Act as amended by P.L. 93-380. The increased amount for FY 75 funding of \$970,950 was a one time only formula based upon congressional legislation. The entire allotment is spent on programs for Indian children.

The Special Education section of BIA makes frequent appraisals of programs for handicapped children and develops needs assessment and establishes priorities for projects to be funded. Area offices are informed of the priorities and reservation schools are encouraged to submit proposals. The Advisory Council then makes recommendations and selections of the projects to be funded together with budget alterations, if necessary. Schools submitting proposals are then informed of the Council's decisions.

According to BIA statistics, about 55,000 Indian children attend BIA administered schools or boarding schools. Approximately 19,500 children of the 55,000 are classified as handicapped. This is approximately 35 percent of the school age population as compared to 12 percent for the national average. This higher than average percentage of handicapped children is attributed to the isolation of families on reservations and the higher incidence of poverty levels. Health department records also indicate a higher incidence of Otitis Media (inflammation of middle ear) due to inadequate treatment.

Special education services have been made available to 4,500 of the 19,500 handicapped children in BIA schools.

Children in BIA schools range from 6 to 18 years of age. In line with the Bureau of Indian Affairs policy of supporting public school attendance, Indian children often are encouraged to attend public schools when they reach the sixth grade and have acquired some facility in the use of the English language.

Part B—Public Schools

Many Indian children in the western States attend public schools. These children participate in programs for the handicapped on a qualifying basis of having a handicap.

Part B money is awarded to the State. The Special Education Department usually appoints a coordinator for Part B, EHA funds. Local education agencies are encouraged to submit proposals for projects based on the State's assessment of needs and priorities. Any handicapped children in the public schools is eligible to participate in the project. Selection of projects are made by the States according to the States' procedures.

Funds for the States are based on population of children ages 3 to 21 years with a minimum allocation of \$300,000.

In the public schools records have not been maintained on the number of children, ages, and dollars expended for Indian children.

Discretionary Programs are funded for a period of 3-4 years. The following are examples of Discretionary Programs which provide services to Indians.

Early Childhood Programs include Indian children as part of the total population. Each demonstration model includes the following components; (a) parent participation, to demonstrate meeting the needs of parents and family members for counseling and emotional support, information, opportunity for observation, practice, home carry-over, and involvement in project planning and evaluation; (b) developing and demonstrating procedures for assessment of child progress and program evaluation; (c) provision of inservice training to increase volunteer

paraprofessional and professional staff effectiveness; (d) coordination with other agencies, especially the public school; and (e) dissemination of information to professionals and to the general public concerning comprehensive programming for young children with handicaps.

Total funding for Early Childhood for FY 75 was \$346,861.

The Learning Disabilities Program is a program to stimulate State and local provision for comprehensive identification, diagnostic, prescriptive and educational services for all children with specific learning disabilities. This forward-funded program, authorized by Part G of the Education of the Handicapped Act, support model programs and supportive technical assistance, research, and training activities. It also provides for early screening programs to identify these children, and for dissemination of information about the learning disabilities programs. Recognition of this discrete type of handicap has been relatively recent and Federal activities are designed to help define the nature of the disorders, to stimulate adoption of early screening procedures, and approaches to treatment, and to stimulate an increased supply of teachers trained to handle the problems of the affected populations.

Grants and contracts are awarded annually at the Commissioner's discretion through a national competition. Eligible grantees are institutions of higher education, State and local education agencies, and other public and private educational and research agencies or organizations.

The Learning Disability Program involving Cherokee Indians in North Carolina was the sole Indian children program for BIA administered schools. This was a 3 year program—funded for its last year in FY 1975 in the amount \$110,000.

Problems in Education of the Handicapped Program Structure Which Inhibits Service to Indians

Independent Tribes—In recent years there has been an increasing request from independent tribes for funds for programs for handicapped children. These independent tribes may no longer be eligible for BIA funds because the schools are no longer administered by BIA. They may not be eligible for the State Part B, EHA funds because they are located on Indian reservations.

BIA personnel restrictions and ceilings have militated against the use of Part B, EHA Administrative funds for the proper administration and expansion of programs. There is now only one staff person assigned to Part B programs for the handicapped. The BIA administers education programs from Alaska to Florida.

Vocational Education—By Congressional mandate, 10 percent of vocational education money to the States is earmarked for the handicapped. BIA is not included in this program for handicapped children. Consideration should be given for inclusion of BIA in vocational education programs for handicapped children.

Because of its status as a Federal agency the BIA is often excluded from the list of State agencies which may derive educational benefits from Federal programs. Inasmuch as Indian children on reservation school's are thereby denied benefits accorded like children in other schools, this discrimination by lack of recognition should be corrected. Within BEH, the BIA has been denied training grants pertaining to the training of teachers because BIA is specifically not mentioned as a beneficiary of Part D, EHA funds.

Similarly, in an announcement to States in requesting proposals or dissemination of information, the BIA is often forgotten. Indian children are thereby denied benefits accruing to other children because of the lack of inclusion of the BIA as an agency with responsibility for an educational system.

FISCAL YEAR 1975 SUMMARY FUNDING CHART

Indian Education Act	Served	Amount
Part A:		
1. Public schools.....	253,688	22,727,273
2. Indian schools.....	NA	2,272,727
Part B.....	90,000	12,000,000
Part C.....	9,000	3,000,000
Elementary and secondary programs:		
Emergency school aid.....	NA	3,962,712
Title I.....	68,000	41,567
Bureau of Indian Affairs.....	(49,500)	(17,567)
Public Law 81-874.....	80,000	36,000,000
Public Law 81-815.....	3,821	8,300,000
Bilingual education.....	NA	4,484,835
Right to Read.....	1,350	378,419
Follow through.....	4,298	2,769,969

FISCAL YEAR 1975 SUMMARY FUNDING CHART—Continued

Indian Education Act	Served	Amount
Libraries:		
ESEA title II	NA	530,000
Library training	NA	88,047
Library research	24,000	170,422
Library Services and Construction Act	300,000	250,000
Teacher Corps	NA	4,963,941
Career Education	375	98,395
Education Professions Development Act	339	406,950
Higher education:		
Basic education opportunity grant	5,400	36,000
Division of student support	8,563	6,508,849
State student incentive grants	NA	NA
TRIO programs	22,911	4,472,079
Developing institutions	4,589	3,853,716
Cooperative education	NA	85,000
University community services	NA	150,000
Training programs	NA	13,000
Institutions	NA	110,000
Ethnic heritage	108,230	175,000
Education for the handicapped:		
Special education	NA	366,861
Public schools	NA	NA
Learning disabilities	NA	110,000
Total	(1)	160,152,408

¹ Data not sufficient for estimate.

STATEMENT OF WILLIAM G. DEMMERT, JR., DEPUTY COMMISSIONER, OFFICE OF INDIAN EDUCATION, U.S. OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY RICHARD A. HASTINGS, ACTING DEPUTY ASSISTANT SECRETARY FOR LEGISLATION (EDUCATION); HERBERT JACOBSEN, PLANNING OFFICER, OFFICE OF INDIAN EDUCATION; AND ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION, OFFICE OF EDUCATION

Dr. DEMMERT. Thank you, Mr. Chairman.

Before I start, let me introduce the members of the staff accompanying me. To my right is my planning officer, Mr. Herb Jacobsen, who is not on the list. To my left, on the far side, Dr. Albert L. Alford, Assistant Commissioner for Legislation, Office of Education; and Mr. Richard A. Hastings, Acting Deputy Assistant Secretary for Legislation (Education).

Mr. MEEDS. Please proceed.

Dr. DEMMERT. I am very pleased to have this opportunity to speak to you about some of the issues and problems in Indian education today. The problem of providing quality education through federally supported activities is extremely complex.

In the statement that I presented, we have listed three kinds of programs, and I think that it is very important to identify what those three kinds of programs are.

First, we have special legislation for Indians under the special relationship that we hear so much about in the Indian Education Act. Second, we have some set-asides in title I, ESEA, bilingual education, and others. Programs in this category, like Public Law 81-874 and Public Law 81-815, are very easy to monitor and identify. Third, we have a substantial number of programs in the Office of Education that Indians participate in as citizens, and not as a result of the special

relationship. Those moneys are very difficult to identify and monitor if we are talking about moneys being used just for Indian communities.

Many education programs in the Office of Education provide Federal support because of education disadvantage on the part of this segment of our population. While this is also a national problem among Indians, the Federal involvement in special programs for Indians is based on a long history of treaty and legislative action which provide the legal and moral base for Federal support.

Because there is a multitude of Federal educational programs for which Indians are eligible, many different reporting clauses and reporting requirements are involved. It is, therefore, extremely difficult to coordinate these programs to insure the effective utilization of Federal resources.

For example, we have different rules and regulations for the programs in the Office of Education as well as limits on how to apply them. In the Bureau of Indian Affairs, you have primarily one set.

Additionally, the Indian community, as it was pointed out in the previous testimony, is widely diverse in its cultural makeup and its educational goals and objectives.

Finally, Indians are served by different educational systems aside from public schools. There is the Federal school system under the Bureau of Indian Affairs; the Indian-controlled tribal schools, of which we fund 22 or 23; and then we have the church or private schools that Indians attend and have been created for the Indians specifically.

Because of these problems, we have begun several efforts in an attempt to bring order to the problem of effective utilization of Federal funds, to provide quality education to Indians.

Included in these efforts are a grant-by-grant analysis of USOE programs providing funding for Indians in order to determine the magnitude of the funding and reporting problems. Under this effort we have identified or run into some problems that I might just mention.

First, the targeting problems; second, the data reporting problems; third, the lack of a standardization of estimating procedures for identifying amounts of money.

We hope and believe that these efforts will result in significant improvement in the effectiveness of the Federal programs to meet the needs of Indian education.

As you pointed out, the testimony is very large, and it would take several hours to read. I am sure that you've had an opportunity to go through parts of it, and we will be glad to answer any questions you might have.

Mr. MEEDS. Thank you very much, Dr. Demmert. Without objection, your prepared statement and attachments thereto will be made part of the record.

I would like to discuss with you for a little the Indian Education Act and its implementation. First of all, will you refresh my recollection on the requirements made by the Congress 2 years ago on restructuring of the Indian education proposal of the administration and the Office of Education.

Would you refresh my recollection as to what we required by that law as far as administrative positions and personnel?

Dr. DEMMERT. The law authorized the creation of a new bureau, called the Office of Indian Education, to be headed by a Deputy

Commissioner for Indian Education, appointed by the Commissioner of Education in the U.S. Office of Education, Department of HEW, from a list of nominees submitted by the National Advisory Council, a 15-member advisory council appointed by the President of the United States, again from a list of nominees submitted by members of the Indian communities, tribes, and organizations.

In the first funding cycle, there were—

Mr. MEEDS. Let us not talk about funding for a minute. I want to know what was authorized.

Dr. DEMMERT. A Deputy Commissioner.

Mr. MEEDS. That is all?

Dr. DEMMERT. Also 50 positions.

Mr. MEEDS. Was there any requirement under the authorization for positions that are GS grades and things like that?

Dr. DEMMERT. One deputy, GS-18.

Mr. MEEDS. That is all?

Dr. DEMMERT. That is all.

Mr. MEEDS. How did the Office of Education proceed to carry out that very broad mandate, and when?

Dr. DEMMERT. As you will recall, during the original drafting of the legislation, the official position of the administration was not to support the special office of Indian education for the Department.

Once that legislation was signed into law, the Commissioner of Education pulled together a planning team to lay the base for implementation of the law, if money were appropriated.

Money was appropriated during the first year, and obligated. During that first year of implementation, there were approximately five people brought into what was to become the Office of Indian Education.

The second year, or the first funding cycle, 50 positions were authorized at that time. At that time, we began to bring people into the Bureau—We began to bring people in both from inside Indian communities and outside Indian communities for the staffing of the Bureau.

It took about a year to bring the number up to 30, and we are now, hopefully, going to have a full staff by September.

Mr. MEEDS. When you say "full staff," is that 50 positions?

Dr. DEMMERT. Yes; 50 positions, and the reason that we have not fully staffed during this period is that a deputy was not appointed until January of this past year, and the key positions, the division directors, had to be hired as well as the divisions created.

Mr. MEEDS. Could you give us a breakdown of the Office of Indian Education within the Office of Education?

Dr. DEMMERT. Structurally, the Deputy, the planning officer and an executive officer and staff. Under the Deputy, we have two divisions: The Division for Special Projects and Discretionary Grants, and the Division for the Formula Grants under the part A, local Education Assistance.

Under each of those divisions, we have two branches for a total of four. It is those positions that have not yet been filled.

Mr. MEEDS. My recollection may not be correct, but the funds which were first appropriated, I think in fiscal year 1973, for the Bureau of Indian Education, those amounts were rescinded. Can you account for that?

Dr. DEMMERT. I think that a request was made to have the moneys rescinded.

Mr. MEEDS. It was not rescinded?

Dr. DEMMERT. It was not rescinded.

Mr. MEEDS. When was the first expenditure made for personnel and for carrying out the mandate of the Congress, do you know that? It was not until 1974, was it?

Dr. DEMMERT. I would have to double check on that, but if my recollection is correct, personnel funds came from two different offices in fiscal year 1973. We had a staff office, the Office of Special Concerns, headed by Helen Scheirbeck, under Assistant Commissioner Dick Hays. We also had a line office, which I headed, under Deputy Commissioner Don Davies. At the time the legislation was passed and signed into law, Helen's office and my office worked together to begin to lay a planning base for the Office of Indian Education. Our salaries, that year, came from our respective commissioners.

In fiscal year 1974, after we were transferred to the new Office of Indian Education, Labor-HEW appropriations were used for our salaries. In fiscal year 1975, title IV had its own program administration money.

I think that this is probably accurate. In fiscal year 1974 HEW Labor appropriations were used for our salary. In fiscal year 1975 title IV had its own program administration money.

Mr. MEEDS. In any event, it is a rather sad commentary that you who are the Deputy Commissioner for Indian Education, the position mandated in 1972, were not appointed until January 1975, were you?

Dr. DEMMERT. That is correct.

Mr. MEEDS. I think that this is a very sad commentary on how seriously the Administration took the Congress' mandate to do something about Indian education. I am not blaming you because it is certainly not your fault. But I think the record ought to reflect certainly my displeasure and the displeasure of anyone who looks seriously at the matter.

Dr. DEMMERT. There are a couple of comments that I might like to reflect. Our planning officer had some comments on the budget restraints.

Mr. JACOBSON. Sir, I think the first year of our program, which was fiscal year 1973, our program budget was appropriated by the Congress and there was an attempt by the Administration to impound those funds, which was later resolved by law suit.

However, in fiscal year 1974, because of a Senate oversight, our administrative budget was never appropriated, and the money to run the Office of Indian Education in the second program year was, in essence, borrowed from the Commissioner of Education's S. & E. budget. This included such things as salaries and expenses, planning evaluation money, and all the necessary funds simply to run the office.

So, I think the problem that you were referring to was that because of a Senate oversight, we never got an administrative budget. But we were allowed to award grants.

Mr. MEEDS. The gentleman from South Dakota, Mr. Pressler.

Mr. PRESSLER. I have another markup in another committee but there are a couple of questions that I would like to ask, if I could.

On page 2 of your testimony, you state that two of the goals for the Indian Education Act were funding to meet the special educational needs of Indians, and the maximization of the degree of local Indian community involvement.

Given the limited number of programs funded in fiscal year 1975 with the \$25 million appropriation, and an estimated 1,500 to be funded in fiscal year 1976, how do you characterize the progress made to date in meeting those two goals, if you have some examples.

Dr. DEMMERT. Did you say that it was on page 2?

Mr. PRESSLER. Yes.

Dr. DEMMERT. I think I understand your question properly and let me, for my own sake, attempt to clarify what that was.

The question, as I understood it, was whether or not as a result of \$25 million appropriated, and 1,500 schools being funded, whether or not we could meet the kinds of needs of the Indian community as expressed in other testimony.

That is a very difficult question to answer, but let me try to point out the strategy we have used, working with the money that we have had.

In the first instance, not all 1,500 schools that applied were funded. We funded around 854 the second year, and about 850 this year. So in 1974, we had about \$111 per student. This year, in 1975, we will be spending about \$90 per student. That amount of money has enabled us to do several things, I think. Our second annual report supports this.

In the first instance, we are attempting to create a better working relationship between the Indian community, the public schools, and the Bureau of Indian Affairs, to give Indian parents an opportunity to impact the programs that their children attend, or participate in. We are doing this in part, because it is our belief that the affective kinds of things are very important, and in many cases need to be resolved before the academic skills will begin to improve.

Over the first 3 years, our efforts will be to evaluate whether or not these kinds of affective or subjective things have improved. In the next 3 years, we will be making an effort to measure academic gains to see whether or not we are beginning to have an impact.

Mr. PRESSLER. On the definition of who an Indian is, it is much broader in this act than that of the BIA. Would you explain the definition as used by your office, and have you encountered difficulties with the LEA's because of the broader definition in this act and the interpretation by your office?

Dr. DEMMERT. The definition of an Indian under title IV is much broader than the definition used by the Bureau of Indian Affairs. I think, in part, the reason for that was that when the Senate Subcommittee on Indian Education conducted their hearings throughout the country, it was found that there were a substantial number of Indians not receiving educational benefits from the Bureau of Indian Affairs.

As a result of that, about a year was spent in pulling together that short paragraph to make sure that Indians from other parts of the country, the east coast, for example, who for the most part had not received service or benefits, were able to participate.

Mr. PRESSLER. What definition does your office use for a description of an Indian?

Dr. DEMMERT. We use the one in the law. Let me read it and then attempt to explain it. For the purpose of this title, Indian means any

individual who (1) is a member of a tribe, band or other organized group of Indians, including those tribes bands or groups terminated since 1940, and those recognized now or in the future by the States in which they reside; or who is a descendant in the first or second degree of any such member; or (2) is considered by the Secretary of the Interior to be an Indian for any purpose; or (3) is an Eskimo or Aleut, or other Alaskan native; or (4) is determined to be an Indian under regulations promulgated by the Commissioner after consultation with the national advisory council, which regulations will further define the term "Indian."

The regulations to-date have not further defined it.

Mr. PRESSLER. Do I have time for one further question?

Mr. MEEDS. Please proceed.

Mr. PRESSLER. In your testimony to the Appropriations Committee you mentioned that the majority of Indians who attend schools are low taxpayers with low concentration of services and a high cost of ancillary services such as transportation.

Will you elaborate on this in relation to the Indian Education Act funding as well as the title IV programs. At that time you said that there was no serious overlap because of the fact that it was less than the average per capita expenditure per pupil, and the norm was \$1,000 for schools receiving ORE and OE programs. Do you have any comments on that?

Dr. DEMMERT. Let me check back and see.

This information resulted from a study by the Bureau of Indian Affairs, and the Office of Education, pointing out that in 15 of the districts which we surveyed we had a substantial number of schools in rural areas that were below either State or National averages in per pupil expenditure. As a result of that, when we talked about money for the Indian community from Public Law 874, title I, title VII set-asides, the Johnson-O'Malley Act and title IV, the need was such that the moneys that Johnson-O'Malley provided and title IV provided, for example, were used for different services even though they could be used for the same kinds of services.

So while legislatively there might be some overlap, programmatically there was very little, if any, overlap.

Mr. PRESSLER. Just one final question.

Ten percent of part A money is to fund Indian control programs. Can you give examples of programs that are currently funded out of that 10 percent, and where most of them are?

Dr. DEMMERT. All of them are on or near reservations. I will have Herb check and see if we have a breakdown by State.

Mr. PRESSLER. We could put that in the record later.

[Part A, non-LEA, title IV, Indian Education Act follows:]

PART A, NON-LEA, TITLE IV, INDIAN EDUCATION ACT, PUBLIC LAW 92-319; CATALOG NO. 13.551, FISCAL YEAR 1975

Grant award No.	Entity No.	ACC project No.	Grantee name and address	Project title	Number of students	Grantee project director and phone	Total amount of grant award
G007501790.....	1860281756A1	AH50011	Chinle Valley School for Exceptional Children, P.O. Box 1026, Chinle, Ariz.	Title IV, part A, fiscal year 1975 (10 percent set aside).	28	A. Onie Brown, 602-674-3451, extension 1	\$60,000
G007500746.....	1860256690A1	AH50009	Rock Point School, Inc., Chinle, Ariz.	Rock Point title IV project.	325	Benjamin Barney, 602-659-4224	100,000
G007501787.....	1860279158A2	AH50003	Rough Rock Demonstration School, Rough Rock School Board, Inc., Chinle, Ariz.	Rough Rock Demonstration School.	439	Ethelou Yuzi, 602-728-3243	160,000
G007500744.....	123740089A1	AH50001	Tsahoboo, Inc., P.O. Box 150, St. Michaels, Mont.	St. Michael Indian School educational program.	560	602-871-4432	100,000
G007501768.....	1820255476A1	AH50007	Coeur D'Alene Indian Tribal School, De Smeth, Idaho.	Elementary education demonstration project.	80	208-274-4401	85,000
G007500749.....	1237062019A1	AH50019	Duluth Indian Action Council, 217 North 4th Ave. West, Duluth, Minn.	Blindum Alternative Learning Center.	64	218-727-6482	57,758
G007501793.....	1736083310A2	AH50017	Choctaw Board of Education, Route 7, Box 21, Philadelphia, Miss.	Choctaw career education program.	239	Ernest Boudreaux, 601-556-5251, extension 53	150,000
G007501791.....	1810333295A1	AH50014	Blackfeet Community Free School, P.O. Box 236, Browning, Mont.	Alternative system of education for Indian student dropouts.	350	Carol C. Juneau, 406-338-7363	100,455
G007501799.....	1810322856A1	AH50038	Busby School Board, Baby, Mont.	Northern Chennene learning program.	345	Bruce A. Miller, 406-592-3546	85,000
G007501792.....	181024542A1	AH50015	Labre Indian School, Box 421, Ashland, Mont.	Labre Indian School supplemental education program.	550	406-784-2311, extension 262	160,000
G007500753.....	1810350640A1	AH50028	Pretty Eagle School Board, P.O. Box 138, St. Xavier, Mont.	Pretty Eagle School enrichment program.	180	406-666-2380, extension 2	90,000
G007501795.....	1816066299A2	AH50022	School District No. 50, Blaine County, Hays, Mont.	Title IV ESEA District No. 50.	193	George Talchier, 406-673-4257	100,000
G007501797.....	1880096475A2	AH50025	Duckwater Tribal Education Committee, General Delivery, Duckwater, Nev.	Duckwater Shoshone Elementary School.	22	Robert A. Nelson, 702, Duckwater No. 12	65,000
G007502074.....	1237442782A1	AH50012	Canoncito Community School Board of Education, Star Route, Canoncito, N. Mex.	Canoncito alternative education program for high school dropouts.	70	Don Nuzzo, 505-431-6426	75,000

G007500745.....	1850220890A1	AH50008	Dibe Yazhi Habitlin Ohta, Inc., P.O. Box 21, Crowpoint, N. Mex.	Community based bilingual education: A dual-medium, equal-time demon- stration model.	140 505-786-5237.....	100,000
G007500747.....	1850208375A1	AH50013	Ramah Navajo School Board, P.O. Box 248, Ramah, N. Mex.	Special education program: Continua- tion of grades 7 to 12 and addition, grades K to 6.	139 Mary Gibbons, 505-783-5801.....	50,000
G007501796.....	1850231440A1	AH50023	San Diego Elementary School, P.O. Box 66, Jemez Pueblo, N. Mex.	Individualized instruction in language development program, aides, and teacher/teacher trainee and project instructor.	162 Mary Margaret Sheehan, 505- 834-7415.....	67,680
G007501827.....	1450222309A1	AH50024	Ojibwa Indian School, P.O. Box A-3, Belcourt, N. Dak.	Ojibwa Indian School title IV enrich- ment program.	250 701-477-5739.....	60,000
G007500748.....	1730969935A1	AH50016	Institute of the Southern Plains, Inc., P.O. Box 505, Elk City, Okla.	Special education for Native American Indian children of the Institute of the Southern Plains, Inc.	80 405-473-2273.....	65,000
G007500750.....	1460235609A1	AH50020	Crow Creek Sioux Tribe, Stephan, S. Dak....	Disciplines in students, work, study and personal growth development.	260 Glenn Berger, 605-245-4500.....	75,000
G007501798.....	1237116414A1	AH50030	Sicangu Oyate Ho, Inc., St. Francis Indian School, St. Francis, S. Dak.	Supplemental student improvement project II.	484 Roger Bordeaux, 605-747-2296, 605-747-2292.....	105,000
G007501789.....	1460311544A1	AH50010	Yankton Sioux Tribe, Dakota Plains Insti- tute of Learning, P.O. Box 213, Mary,	Mary School proposal.....	250 605-384-5413.....	150,000
G007500752.....	1910557824A1	AH50026	Coeur d'Alene Confederated Tribes, P.O. Box 150, Nespelem, Wash.	Paschal Sherman Indian School educa- tion development project, phase II.	160 Alfred L. Langan, 509-426-2097.....	105,000
G007500751.....	1237249533A1	AH50027	Menominee County Education Committee, P.O. Box 145, Keshena, Wis.	Menominee County research and plan- ning project.	350 715-799-3792.....	85,000
G007501794.....	1830212376A2	AH50018	Wyoming Indian High School, P.O. Box 145, Ethete, Wyo.	Indian culture.....	125 Alfred Redman, 307-332-4240, 307-332-2773.....	61,834
Total.....					5,785	2,272,727

Note: Per pupil expenditure: \$393.

Dr. DEMMERT. Yes; in general the 10-percent set-aside moneys are added to basic support moneys, either from the Bureau of Indian Affairs through their contracting efforts, or through other private or foundation moneys the school might be getting.

In a few instances, maybe one or two, we fund the school fully, like Duck Water, Nev. We fund schools in Arizona, Montana, Nevada, New Mexico, North Dakota, South Dakota, Washington, Wisconsin, and Wyoming.

When we talk about basic support, we talk about running the whole program. Where we talk about supplementary support, we are usually talking about bringing money in for developing bicultural education, where you would be using the money for retention of the native language as opposed to using the money for learning English, as title VII might be doing.

Mr. PRESSLER. Do you have any other examples of programs or specific activities that this 10 percent is used for?

Dr. DEMMERT. It is used for compensatory education problems, guidance counseling, teacher aides, I have mentioned the culture awareness kinds of efforts. In some cases, they are used for startup costs; when you have a new school starting, there are a lot of costs that are not there once the school is in operation for a while.

In addition to that, I am not sure. I think that this covers just about everything that the public schools would want to use the money for, except maybe hiring more teachers, and the moneys can be used for that.

Mr. PRESSLER. Thank you very much.

Mr. MEEDS. I would like also to get into some of the specifics of the Indian Education Act. Part A provides much on an impact aid type formula grant funds for local education agencies to develop and carry out elementary and secondary school programs specifically designed to meet the special education needs of Indian pupils.

(1) What is the average grant under part A; and (2) describe some of the kinds of programs, and not the 10-percent set-aside, particularly, which Mr. Pressler already asked you about. Just describe generally to us some of the kinds of programs that you are financing and funding under part A.

Dr. DEMMERT. The average grant in 1974 was \$27,881, but I think that this needs to be clarified just a little bit.

Mr. MEEDS. All right, do so.

Dr. DEMMERT. In some cases we have grants for as large as \$1 million, and \$600,000, \$700,000, and \$800,000.

Mr. MEEDS. Where did you have a \$1 million grant?

Dr. DEMMERT. The unorganized school system in Alaska, most of those schools are out in the rural areas. I understand that you will be visiting some of those in the next month, or in the next few days, maybe.

Mr. MEEDS. So you dealt with the unorganized districts as a unit?

Dr. DEMMERT. Yes; they were considered one school district in the State of Alaska.

Then we had places like Gallup, N. Mex., that had \$700,000. Then we had a few grants around \$600 and \$700. When you take that wide range, you come down to about \$27,881 average.

Mr. MEEDS. What are some of the programs? Describe some for me.

Dr. DEMMERT. All right, let me see if I can.

For the most part, they would be similar to the kinds of programs that I described for the 10-percent set-aside, but let me get into something more specific. For example, in Juneau, Alaska, one program with which I am very familiar, in part because it is in my own State, and because I was a program manager for part A, they came in for a lot of technical assistance. They have started the Tlinget language program simply because in the Tlinget community the younger generation has not retained the language.

In part this is due to the fact that the school system does not teach it. In the Juneau public school district, they have attempted doing that. They have moved not only from teaching the Tlinget language to many of the youngsters, but they have moved into other cultural kinds of activities that are still important, the arts, the stories, the legends, jewelrymaking, and those kinds of things.

One of the major efforts is to not superficially reflect the Tlinget culture, but to help the school legitimately reflect the culture of the kids that attend and that participate in the educational programs of the school.

In Rocky Ridge, Mont., we have a major curriculum development effort where they are publishing or designing school materials in two languages. On one page you will have Cree and on the other side you have the English version.

Mr. MEEDS. Is that under part A?

Dr. DEMMERT. In part, it should be under part A, yes.

Mr. MEEDS. Probably part B.

Dr. DEMMERT. We can do that under part B as well. The difference is that the money that goes into part A goes to public schools, and the money that goes into part B, for the most part, goes directly to Indian tribes and organizations. So there is a basic difference in thrust. In one case you are talking about giving the established system an opportunity to begin doing things that many of the members of Indian communities felt they needed to be doing. In the other case, you are giving the Indian community an opportunity to do these kinds of things themselves.

Mr. MEEDS. You have been Deputy Commissioner for almost a year now. What do you perceive to be the major special educational needs of Indian pupils?

Dr. DEMMERT. I have been Deputy Commissioner for about 6 months, but I wish to point out that I have been involved in Indian education directly for a long period of time.

In general, I think that one of the first things that we need to look at are parent-based early childhood programs where we must establish a good base upon which to build. During an earlier period of time, the Indian community played a major role and put a major priority on teaching educational skills that were important to living in the world as they found it.

It was a much different world than we find today, granted, but still we are talking about education and we are talking about learning skills that enable one to provide a living and play a meaningful role in the community.

With the coming of the European, that role began to change. We had a more formalized kind of school system development. As a result

many members of the Indian community and Indian tribes in general began removing themselves from that process and that process began later and later in one's life.

In general, we gave up that responsibility to church schools, Bureau of Indian Affairs schools, and public schools. The problem is, as I understand it from experts of educational theory, that much of one's learning potential is established by the time one is age three. By this age, a child has a cultural language, emotional, physical, and intellectual base upon which to build.

In my judgment, we need to work with the very young to properly establish that base and start building on it. Once this happens, and even during contemporary times where we have not necessarily established a base that is consistent with the formal education process that many are thrust into, we need to provide certain kinds of programs that reinforce one's cultural identity.

I firmly believe that without that we run into too many problems that we have trouble dealing with, as young adults or as older adults, and in part, possibly, help to contribute to the large dropout rate that we have.

Mr. MEEDS. What percentage, roughly, of the programs under part A are this kind of program?

Dr. DEMMERT. Under part A we are limited to funding programs in the States that are publicly supported. The law authorizes us to provide support to programs lower than kindergarten. But there are no States that I know of, except maybe Alaska, that will or does have these preschool kinds of programs that are publicly supported.

Under part B of the law, we are planning on putting at least \$4 million of 1976 money into parent-based early childhood programs. At the present time, I would estimate that we have approximately \$2 million in that part. I will have to check that.

Mr. MEEDS. Let us go back to part A. It is your feeling that you cannot finance under part A early childhood programs?

Dr. DEMMERT. We can, but they have to be through the public school system, and be a part of that system. There are no States that go lower than kindergarten right now, except, as I pointed out, that in direct communication with the commission of education in Alaska, they told me that they were planning on doing that.

Mr. MEEDS. Do you suppose that we might make an improvement in the Indian Education Act by making part A funds available to tribes or other organizations for early childhood programs?

Dr. DEMMERT. You are talking about a formula basis?

Mr. MEEDS. Part of the overall program.

Dr. DEMMERT. I could give a personal opinion at this point. We would have to look into that and see what an official recommendation would be.

Mr. MEEDS. Are the funds expended under part A spent only for the benefit of Indian children, or are they melded into the total school program, and in some instances used in such a way as to not be solely and directly for the benefit of Indian children? How do you monitor and find out what is happening?

Dr. DEMMERT. Theoretically, the money under part A is to be used exclusively for the special educational needs of Indian students. Now we allow some expenditures outside of that, when the parent committee tells us that the inclusion of non-Indian students meets.

the special education needs of their children in that program. But we require them to tell us that, in part because of the problem that you pointed out earlier with the Johnson-O'Malley money being put into the general pot.

Mr. MEEDS. So that is permitted only where the parent advisory committee advises you that it will be of substantial benefit to the Indian children to have a program in which the funds are not spent solely and directly for the benefit of Indian children.

Dr. DEMMERT. There are two requirements that we have, and those two requirements center on the fact that the money cannot be diluted and the services provided remain a very high quality.

Mr. MEEDS. Do you know what percentage of your grants under part A are grants made after the recommendation of an advisory committee, as you just described?

Dr. DEMMERT. I would say less than 10 percent, just estimating. We have not gone out to gather, systematically gather that information. We do know that there are a few programs where we have a public school on or near a reservation, and the student body is 90 percent Indian, and there we don't even question percentages. In other instances, we do require the parent committee to specifically point out that it is important to meet the special educational needs of those particular Indian children.

Mr. MEEDS. For all intent and purposes in meeting the needs of those children, you are just reaching schools on or near Indian reservation, aren't you?

Dr. DEMMERT. Under the 10 percent set-aside, that is correct, under the general part A.

Mr. MEEDS. Under part A.

Dr. DEMMERT. We fund a wide variety of schools, for example Seattle and San Francisco, which have different kinds of programs. In some cases, they have release time. In some cases, they have summer components. In some cases, they will have out-of-school activities, and in some cases they have special programs during the schoolday.

Mr. MEEDS. Is there a minimum grant at all?

Dr. DEMMERT. Under part A, no.

Mr. MEEDS. They are as low as \$600 or \$700?

Dr. DEMMERT. I think that we have one lower than that. In California, we had one school that had one student. The average per pupil expenditure in California is probably \$1,100, and the funding level was just over 10 percent. So that school got \$114 or \$115.

Mr. MEEDS. That is hardly worth filling out the forms.

Dr. DEMMERT. It probably cost them money to ask for the money. It definitely cost us money to process it.

Mr. MEEDS. Do you suppose that it would be beneficial if we put in a minimum grant figure?

Dr. DEMMERT. The minimum in all States is 10 Indian students, except there are exceptions to that, such as California, Alaska, Oklahoma, and schools that are on or near reservations. It is not a universal minimal limit, that is correct.

Again, I think that we would have to look into that particular question. I could again only answer that personally.

Mr. MEEDS. Under part B where you deal directly with tribes and organizations, what was your funding, how much under part B in fiscal 1975?

Dr. DEMMERT. We had \$12 million.

Mr. MEEDS. What percent of that was committed to Indian tribes, and what percent to organizations?

Dr. DEMMERT. We do not have that breakdown. We could provide that for the record.

Mr. MEEDS. Would you provide that, for the record, please?

Dr. DEMMERT. Yes, 50 percent was committed to Indian tribes and 50 percent to organizations.

Mr. MEEDS. Would by far the majority of the money be going to Indian tribes rather than organizations?

Dr. DEMMERT. I would say that it is probably a 50 to 50 split.

Mr. MEEDS. What would you consider an Indian organization, AIM?

Dr. DEMMERT. AIM would be identified as an organization; yes.

Mr. MEEDS. Have you given them any money under part B funds?

Dr. DEMMERT. There are two schools in Minneapolis-St. Paul that in part are under B, that provide educational services to students, for the most part, that were dropped out or pushed out of the public school system. We do provide moneys for those two schools.

Mr. MEEDS. Who is the sponsor of those?

Dr. DEMMERT. They are sort of an independent organization. One is the Little Red Schoolhouse, and they have incorporated under some different incorporation outside of the AIM movement, but in part they are very closely associated with that movement.

Mr. MEEDS. What are some of the other kinds of organizations, The National Indian Education Association?

Dr. DEMMERT. There are various independent schools.

Mr. MEEDS. You are dealing with Indian school boards, so it would be an organization and not a tribe.

Dr. DEMMERT. That is correct.

Mr. MEEDS. What tribes are you dealing with?

Dr. DEMMERT. A large number.

Mr. MEEDS. Are you dealing with the Navajo?

Dr. DEMMERT. We are also dealing with individuals on the Navajo Reservation.

Mr. MEEDS. What kind of programs are you getting, call them demonstration programs. Could you describe some for us or for the record?

Dr. DEMMERT. I would prefer to provide that for the record. We do have a couple of documents that do provide examples of that. I could give you some specific examples.

[Examples of projects funded follows:]

EXAMPLES OF PROJECTS FUNDED UNDER TITLE IV, PART B

Location of project: Window Rock, Ariz.

Applicant organization: The Navajo Tribe.

Title of project: "Strengthening Navajo Education".

Project director: Dillon Platero.

Title: Director.

Address: Navajo Division of Education, Navajo Tribe, Window Rock, Ariz. (602) 871-4041 ex. 432 or 433.

Amount of grant awarded: \$400,000.

Duration of project: July 1, 1975 to June 30, 1976.

Description of project (special characteristics of the applicant): Number of participants—130,000.

Components:

1. Education Planning and Development.

2. Special Education Diagnostic and Education Services Project.

3. Navajo Teacher Development Program.

Tribe: Navajo.

PROBLEMS ADDRESSED BY PROJECT

Component I—A lack of a cohesive education system coordinated by a single Navajo Educational Agency and directly responsive to the needs of the Navajo people.

Component II—Approximately 60,000 Navajo school age children (pre-school—twelfth grade) residing on or near the reservation. Thirty per cent are in need of special education services. This need includes the entire range of services for the very severely handicapped students (23.5%) and the gifted students (2.5%). The present level of services for all handicapped Navajo children is certainly less than optimum.

Component III—A lack of relevancy of education in meeting the linguistic, social, and cultural, and economic needs. A crucial and immediate need to bring about a transformation of Navajo Education Institutions so that they will facilitate the maintenance of cultural identity and they will become adapted to and legitimized in terms of the needs of the Navajo people.

GEOGRAPHIC NATURE OF SITE (URBAN, RURAL, RESERVATION)

Navajo reservation spreads across the four corners region of the U.S. where the states of Arizona, New Mexico, Colorado, and Utah, converge and encompasses 25,000 square miles.

OBJECTIVES AND OVERALL DESIGN

Component I:

- Tribe will have an education agency with equivalent status and function to state Educational Agency.
- Establish consistent education standards and policies.
- Develop community training programs for control of local schools by local people.
- Unification of education system.
- Assist local schools and communities in the planning and development of programs in needed areas.
- Develop model education programs in needed areas.
- Utilize all resources available (as needed), in planning and development model programs.

Component II:

- Diagnosis and evaluation of children.
- Develop and implement an effective educational prescription in coordination with local school personnel.
- Will provide specialized materials for use by classroom teachers and parents.
- Disseminate information to classroom teachers aides and administration to know how to deal more effectively with children with special needs so that "education main streaming" will be achieved.
- Provide a parental counseling program.
- Identify younger children (0-3 years) who may be suspected of having a disability.
- Develop greater community awareness.
- Develop a staff training program.

Component III:

- Two year sequences.
- Complete requirements for bachelors and certification of the 100 currently enrolled.
- Place in education positions (the above 100).
- Complete junior year requirements (additional 100 Interns—started program in September 1975).
- Selection and operation of two new sites (Gallup and Dilcon).

Development of linguistics skills:

- Attainment of the capability in written English equal to the normative level of college graduate.
- Attainment of a level of capability in reading and writing the Navajo language equivalent to a 6th grade level of reading ability.
- Increase in oral English ability equal to college graduate norms.
- Increase in capability in oral Navajo conversant with Navajo.

Application of reading skills program graduate:

- Ability to compose stories written in Navajo at the 6th grade level.
- Ability to apply in an adequate and acceptable manner an informal-type reading method in both Navajo and English.

Development of materials (method) in other learning areas:

- Students will exhibit the ability to produce instructional materials and adjunct methodology in social studies, math, science, art and music that is adopted to the needs of Navajo children and reflective of Navajo culture.

Relating to learning principles and child development:

- Participant will exhibit knowledge of the basic principles of learning and the macro-parameters of developmental levels in the cognitive, affective, and psychomotor domains.
- Participant will exhibit knowledge of the unique application of learning principles to the Navajo child's culture and socialization process and the general parameters of the Navajo child's developmental patterns, cognitively, affectively and psychomotor.

Procedures and activities:

Component I—The Education Planning & Development Branch is established to serve as a nucleus for the development of comprehensive planning of all education matters affecting the Navajo people. It is the intent of this division to expand its effort in the area of educational planning, so that the ultimate goal of Navajo control of education for Navajo people can be achieved. (Procedures for this project are related to each of the objectives.)

Component II—Phase I (Fort Defiance Agency) will initiate the project. In Phase II and Phase III, the project will be expanded at the rate of new agencies per year, so that at the end of the third year a program will be in operation in each agency, and a reservation-wide comprehensive network of special educational services will be established. In addition as the program moves through its second and third phases in each agency, modifications in program implementation, refinements in diagnosis, curriculum development, training procedures and community participation activities will be made.

Component III—In its 2nd year phase, 214 potential Navajo teachers have entered a 2-year program, in cooperation with the University of New Mexico and the University of Arizona, which is being carried out at sites on the Navajo reservation. One hundred of these students will represent the 1st phase of graduates all of whom will have completed the requirements for teacher certification and a bachelor's degree by the end of summer session 1975.

(Continuance of the present program): The 215 Navajo teacher education interns currently attending the six instructional sites on the Navajo reservation will complete another full college semester of work by the end of December 1975.

(Phase III Program) (Increase in the number of program participants): This phase will include an additional 100 students to replace the 105 seniors who will graduate by the end of June 1975. During this phase of the program systematic efforts and implementation of program components geared specifically to Special Education, Secondary Education and Art Education will be accomplished.

Location of project: Rocky Boy Elementary School; Rocky Boy Indian Agency, Mont.

Applicant organization: Rocky Boy Elementary School Dist. No. 87.

Title of project: Chippewa-Cree research.

Project director: Harold E. Gray.

Amount of grant awarded: \$168,120.

Duration of project: July 1, 1975–June 30, 1975.

Description of Project:

Special characteristics of the applicant

This is a community-based bilingual-bicultural program, designed to develop a social studies curriculum, written in English and Cree, for use in grades K thru 8. Materials are being developed from research, over a period of years, that involves:

- (1) Interviewing and recording of Chippewa-Cree elders,
- (2) Development and publication of a Bibliography,
- (3) Review of printed materials (periodicals) from 1860 to present, and
- (4) Survey of materials located in parts of the United States and Canada.

Objectives and overall design

"Educational systems are a means of passing on one's culture":

- (1) Continue the production of materials, printed in English and Cree languages.
- (2) Publication of some 23 biographies.

- (3) Interview and record Chippewa-Cree elders.
- (4) Develop plans for a Multi-purpose cultural center.
- (5) Preserve and rebuild the burial House of Rocky Boy.
- (6) Publication of a Bibliography.
- (7) Complete a curriculum guide book for K thru 8 grades.
- (8) Develop a basic history text on Chippewa-Cree.
- (9) Relocate and expand the Printing Press.

Procedures and activities

"Continue and expand on a way of life that is uniquely ours": Interviews the elders, research other sources to provide information to the writers that will incorporate these into a curriculum guide and text materials to be used in the Rocky Boy school. Local artist will be utilized, to complement the writing.

Location of project: Maywood, Calif., Los Angeles County.

Applicant organization: Tribal American Consulting Corp.

Title of project: "Three Year Demonstration Project for a Comprehensive Early Education Program for Urban American Indian Children."

Project director: Teresa Hall.

Title: Director.

Address: T.A.C.C., 4735 East Slauson Avenue, Maywood, Calif. (213) 771-3563.

Amount of grant awarded: \$164,400.

Duration of project: (Three year project) Funding Period July 1, 1975-June 30, 1978.

Description of project: (Special characteristics of the Applicant). Number of participants—130 children; up to 250 adults.

Tribe: Multitribal.

Problems addressed by the project:

The need for early education experiences through which Urban Indian children can learn to cope with their environment, develop problem solving strategies, and provide inspiration to their thoughts about themselves to have some positive options in terms of future life styles.

Geographic nature of site (urban, rural, reservation, etc.):

The Pre-School and Day Care Center are located in Maywood, 2 smaller pre-schools in Culver City, and 1 in Bell Gardens, California. All tend to concentrate in East Los Angeles area.

Objectives and overall design

The purpose of the Tribal American Pre-School/Early Education Centers is to develop a demonstration project to provide comprehensive early education for Urban American Indian children. Emphasis will be directed toward increasing their possibility of school achievement.

Procedures and activities

Establish a demonstration project, Tribal American Consulting Corporation anticipates establishing 5 programs to provide an integrated early educational experience for Urban American Indian children.

1. Pre-School 3-5 years.

2. Resource Center for mothers, 6 mos. to 5 years.

3. Home visit program, 6 mos. to 5 years.

Location of project: Second Mesa, Ariz., Navajo County.

Applicant organization: The Hopi Tribe.

Title of project: "Hopi Center for Human Services, Inc."

Project director: Evan W. Kligman.

Title: Executive Director.

Address: Box 98, Second Mesa, Ariz., (602) 734-2406.

Amount of grant awarded: \$196,011.

Duration of project: July 1, 1975-June 30, 1976.

Description of project: (Special characteristics of the applicant). Number of participants—200.

Tribe: Hopi.

Problems addressed by project:

Need for a special education program with supportive human services for severely mentally and/or physically handicapped Indian children on the Hopi Reservation. The need for special education program omits children being institutionalized off the reservation hundreds of miles away from their community, culture and families.

Geographic nature of side (urban, rural, reservation, etc.):

Hopi reservation lies approximately 80 miles North of Winslow, Arizona and approximately 150 miles Northeast of Flagstaff. The Reservation serves approximately 7,000 Hopis.

Objective and overall design

- Parent training for returnees from off reservation institutions.
- Community education and family counseling.
- Expand physical therapy services.
- Develop a volunteer service program.
- Vocational training program to provide job skills to residential students.
- Infant stimulation program.
- Expand staff training to include more college courses offered at the Hopi Center.

Procedures and activities

The continued operation of the Hopi Center for Human Services to serve the many needs of severely mentally and/or physically handicapped Indian citizens on the Hopi Reservation (Special Education instruction, vocational training, physical and speech therapy, guidance and counseling, and resident living skills.

4. Kindergarten—3rd after school workshops.

5. Kindergarten as an alternative for the overcrowded classes.

Mr. MEEDS. You must know about some of them.

Dr. DEMMERT. Yes, I do. In one particular school. I do know that we have authorized some early childhood kinds of programs in an independently controlled Indian school on the Navajo reservation, where we have authorized some parent-based early childhood programs tied in with the school. This, in part, establishes the educational base that mentioned earlier.

In addition to that, I would say that many of the schools on the Navajo reservation are using Part B money to train or to work with teacher-aides to bring them into the schools. Members of the community work with the students, in part, to create a more positive attitude, both from the community and student point of view, as well as a better working relationship between the committee and the school.

In addition to that, it gives them an opportunity to earn academic credits toward associate or 4-year degree. So, at the end of 5 or 10 years, they might become teachers.

In my judgment, one of the best ways to bring Indians into the teaching profession to focus on members of the community who have those kinds of interests.

Mr. MEEDS. What percentage of the 30 employees, previously in your office are Indian, and what percentage are not Indian?

Dr. DEMMERT. I think that we have that somewhere in here.

[Racial composition of Office of Indian Education staff follows:]

RACIAL COMPOSITION OF OFFICE OF INDIAN EDUCATION STAFF

Race	Professional	Clerical	Total	Percent of total who are Indian
Indian.....	13	3	16	40.0
Black.....	6	8	14	35.0
Asian.....	1	0	1	2.5
White.....	7	2	9	22.5
Total.....	27	13	40	100.0

Mr. MEEDS. While you are looking for that, does the Indian preference law apply to your office also?

Dr. DEMMERT. That question we have attempted to answer, but have not answered. We have forwarded to our Office of General Counsel a request to make a ruling for us, or to advise us.

An independent study that we have had done reflects the attitude that, yes, we do have authority for Indian preference. Legislatively it has not specifically been authorized under title IV.

I would estimate that about a third of our staff are Indian. We do not have the specific figures. I can get them because I know we have identified the number of Indians and the number of non-Indians. I would say that a third, at least, are Indian.

Most of that third are at the high grade levels, and actually in managerial positions.

Mr. MEEDS. For the record, will you furnish us the names and positions of all people in your office, please?

[Names and positions of staff follows:]

OFFICE OF INDIAN EDUCATION

Position	Series and grade	Employee
Immediate office of the Deputy Commissioner:		
Deputy Commissioner	GS-1720-18	William G. Demmert, Jr.
Special assistant, acting	GS-1720-11	Linda Oxendine.
Secretary (typist)		Vacant.
Clerk-steno.	GS-0312-4	Vacant.
Executive office:		
Executive officer	GS-0341-14	William S. Floyd.
Program assistant	GS-0301-7	Leigh Pleasant.
Secretary (steno)	GS-0318-5	Janet Lohr.
Clerk-typist	GS-0322-5	Nancy C. Smith.
Planning office:		
Planning officer	GS-1720-15	Vacant.
Program specialist	GS-0301-11	Vacant.
Secretary (steno)	GS-0318-6	Barbara J. Chase.
Clerk-typist	GS-0322-3	Gail Smith.
Division of local educational agency assistance:		
Division director	GS-1720-15	Vacant.
Secretary	GS-0318-6	Vacant.
Program assistant		Vacant.
Clerk-typist	GS-0322-3	Joyce Thomas.
Area I grant management:		
Branch chief, acting	GS-1720-14	Lee Antell.
Education program specialist	GS-1720-14	Charles E. Emery.
Program specialist	GS-0301-11	Julianne Griffee.
Program specialist	GS-1720-9	Janice Swann.
Education program specialist	GS-1720-7	Donald Boselovic.
Clerk-typist	GS-0322-4	Joan Schubart.
Clerk-typist	GS-0322-4	Berrita Parker.
Area II grant management branch:		
Branch chief, acting	GS-1720-14	Lee Antell.
Program specialist	GS-0301-11	Zilce T. Ford.
Education program specialist	GS-1720-11	Robert N. Norman.
Program specialist	GS-0301-11	Edward Presson.
Education program specialist	GS-1720-7	Harry Orenstein.
Clerk-typist	GS-0322-5	Linda Coley.
Clerk-typist	GS-0322-5	Vacant.
Division of special projects and programs:		
Division director	GS-1720-15	Vacant.
Secretary	GS-0318-5	Vacant.
Adult and non-LEA assistance branch:		
Branch chief, acting	GS-1720-14	Hakim Khan.
Program specialist	GS-0301-14	Clydia Nahwoosky.
Adult and non-LEA assistance branch:		
Education program specialist	GS-1720-12	Oliver Abrams.
Program specialist	GS-0301-12	Helen P. Davs.
Clerk-typist	GS-0322-5	Cecelia Baca.
Office assistant	GS-0301-4	Irene B. Emory.
Special programs and projects branch:		
Branch chief, acting	GS-1720-12	Marie Emery.
Education program specialist	GS-1720-11	Diana D. Loper.
Education program specialist	GS-1720-12	Harvey Jackson.
Program specialist	GS-0301-11	Marjorie V. Thompson.
Program assistant	GS-0301-7	Lloyd Gaskins.
Program assistant	GS-0301-5	Mary L. Suazo.
Clerk-typist	GS-0322-5	Margaret Lewis.
Clerk-typist	GS-0322-4	Lana Yazzie.
Clerk-typist	GS-0322-3	Delores Proctor.

Mr. MEEDS. One final question. You have been Deputy Commissioner now for 6 months. Do you see any obvious ways in which you feel that the Indian Education Act could be improved?

Dr. DEMMERT. It depends on whether or not you are talking about serving the 300,000-some Indian students that we have identified in the United States, or focusing on just the 50,000-some students in Federal schools, or maybe the 100,000-some students that are served by the Bureau but are in public schools.

I think title IV, for the most part, provides substantial flexibility in providing services to the Indian community. There might be some minor changes that might be considered. For instance, we mentioned the parent-based early childhood development programs, and the minimal funding base for part A but right offhand I could not think of anything else.

Mr. MEEDS. What is your philosophy or your theoretical concept on whether we ought to be concentrating our dollars on the so-called critical masses, the 50,000 students in Federal schools, or the 100,000-some students you spoke of, served by the BIA but in public schools, or should we spread this as we do in part A, for perhaps, some absurd diminimus concept?

Dr. DEMMERT. Philosophically, my interest is on serving all of the Indian students who are eligible for service. In part, I think, because traditionally we have focused on the "critical masses" that you speak of, and I am not sure that it has been all that successful.

In my judgment, you have to talk about improving attitudes, working relationships, and self-image. I think that we have to look at the total community to build the more positive image and attitude.

Mr. MEEDS. Dr. Demmert, we are going to submit questions to you. Those questions and answers will be made part of the record.

Mr. HASTINGS. Mr. Meeds, if I may add two things before you close the record.

One, I would like permission to amend our statement for the record. We inadvertently left out figures on adult education and vocational education, which should have been included. It is around \$5 million that we spend there.

Second, I would like to respond, if I may, to your comments about the delay in appointing someone as Deputy Commissioner.

I don't think that the delay can be attributed to lack of commitment on the part of the Administration. The law was enacted in June of 1972, and the council was appointed in May of 1973, as I remember. Partly, this is because it is a Presidential appointment, and the screening process and clearance takes a fair amount of time.

As I recall, the nominations were received from the council in November of 1973, then we had a problem, with which you are familiar in another circumstance, with the Civil Service Commission, much like the supergrades in the vocational education area.

Mr. MEEDS. Let us hope, if I may interrupt, that it was not the same problem you had with the Civil Service Commission because that turned out not to be a problem at all. As you are probably well aware, this committee went into that.

This person went into that, and felt that there was no problem at all, so don't tell me that this was the problem.

Mr. HASTINGS. This was a question of what grade level it was supposed to be.

Mr. MEEDS. If you are not interested in making the appointment, you can find all kinds of reasons. I am well aware of that.

Mr. HASTINGS. We were dealing with the nominees given to us by the Council.

Mr. MEEDS. Which council was appointed by the President of the United States.

Mr. HASTINGS. That is correct.

Mr. MEEDS. I don't consider that much of an excuse. I think that probably the record is very clear on what happened.

We will bring these hearings to a close. Unfortunately we have a vote on the floor, and this is probably as good a time as any to terminate. We thank you very much, Dr. Demmert, for your testimony.

[Whereupon, at 11:45 a.m., the subcommittee recessed, to reconvene the following day, Tuesday, July 29, 1975, at 9:30 a.m.]

APPENDIX A

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION,
Washington, D.C., July 31, 1975.

Dr. WILLIAM G. DEMMERT,
*Deputy Commissioner of Indian Education,
Office of Education,
Washington, D.C.*

DEAR DR. DEMMERT: We are writing to ask you to answer for the record several questions which we were unable to ask you during your appearance before the Subcommittee on Elementary, Secondary, and Vocational Education last Monday. Attached to this letter is a list of those questions.

We would appreciate a prompt response so that the questions and your answers can be incorporated into the printed hearing record.

If you have any questions, please feel free to contact the staff of the Subcommittee.

Sincerely,

CARL D. PERKINS.
ALBERT H. QUIE.
LLOYD MEEDS.

SEPTEMBER 4, 1975.

Hon CARL D. PERKINS,
*Chairman, Subcommittee on Elementary,
Secondary, and Vocational Education,
House of Representatives,
Washington, D.C.*

DEAR MR. PERKINS: Thank you for your letter of July 31 requesting answers, for the record, to a number of questions concerning Indian Education Programs. Enclosed please find our response to each of the questions.

I wish to express my appreciation for your continued interest in Indian Education. If I may be of further assistance, please contact me.

Sincerely,

(S) WILLIAM G. DEMMERT,
Deputy Commissioner for Indian Education.

Enclosure.

GENERAL QUESTIONS

Question 1. What priorities do you believe should be addressed under the Indian Education Act over the next several years?

Answer. Every activity in which we engage, is directed toward our overall priority of raising the quality of the educational experience for Indians. We

have two Part A priorities, three Part B priorities, two Part C priorities and one overall administrative priority.

The major priorities in Part A deal with meeting the locally-identified special educational needs of Indian children. In order to do that, several criteria must be met. First, there must be an effective and smooth working relationship between Indian parents and the public school administration, a relationship that will allow these parents to express their desires for the education of their children and have them understood by the school system. Second, we must attempt to definitively identify the costs associated with meeting their special educational needs and insure that adequate funding is made available to meet these needs.

The first Part B priority is to identify and fund a number of important areas which we feel are central to the Indian education problem. These areas include parent based early childhood education, development of educational materials and practices, teacher training, parent committee training, curriculum development and other pilot, planning, and demonstration areas. Effort is also being focused on the development of educational models. Second, recognizing that during the developmental stages of direct Indian parent and community involvement in the education of their children, the traditional school systems must receive Office of Indian Education support in positively treating the existing mistakes and providing turning points in teaching philosophy, by supporting constructive key changes in: Indian Teacher Training, BIA Day and Boarding Schools, Indian Controlled Alternative Schools, Public School Impact Demonstrated and Dissemination of exemplary program materials and models. Finally, to insure that exemplary products and practices identified in Part B are utilized by as many school systems as possible, we feel that a priority area is to create a dissemination network to identify promising educational practices for the Indian child developed in Part B projects and support their application in the public school system.

The major thrust and priority of the Part C program thus far has been to provide financial assistance for designing programs so that Indian adults may obtain General Education Development and Adult Basic Education. However, a review of current projects indicates that there is a need to expand the scope of Part C projects to include other program activities which will provide saleable skills, and at the same time, help Indian people to meet the demands of daily living, such as legal education, consumer education, vocational counseling and cultural enrichment. In the future our second priority will be to fund multidimensional programs, tutoring for General Education Development and Adult Basic Education, career counseling, cultural enrichment, and community education in a comprehensive manner to meet the specialized needs of Indian communities and to explore cooperation with other manpower development vocational training programs.

Finally, our administration priority is to effectively monitor all projects; first, to insure that the special educational needs of Indian children are being met; second, to evaluate the educational progress achieved by children participating under Title IV projects.

Question 2. How do you determine if local school districts are using Indian Education Act funds in the best manner possible? What types of monitoring and evaluation does O.E. perform, and what types of monitoring and evaluation do you require of local school districts. In particular, have you found any problems with school districts using these funds for all children instead of just all Indian children, with spreading funds too thinly among too many schools, or with using the funds for extraneous purposes instead of for improving educational opportunities for Indian children?

Answer. We use two processes to insure that IEA funds are used in the best possible manner. The first of these is the proposal review process. When Part A proposals are submitted for funding they are subject to vigorous review by Office of Indian Education (OIE) staff and expert field readers to insure that the proposed plan is directed toward meeting the special educational needs of Indians. Areas of weakness in these proposals are also identified to direct our staff in conducting technical assistance. Part B and C proposals are evaluated by OIE staff, field readers and members of the National Advisory Council on Indian Education to identify and fund the most productive and effective proposals in response to priority areas previously identified to eligible applicants by the OIE.

Under current application procedures, and more extensively under proposed reporting procedures to be submitted for OMB clearance, school districts are required to provide evidence of the proper selection of a parent committee and

the approval of the application by the committee (or for Part B, evidence for community input), an assessment of the educational needs of the students to be served, a complete justification for, and description of, the activities to be performed by the grantee in meeting the needs, and budget projection broken out by major cost category.

Once grant awards have been made, projects are monitored and evaluated via a quarterly reporting system, using the telephone to follow-up problems encountered by grantees and on-site monitoring where necessary or desirable. Additionally each grantee is required by law to do an annual evaluation of his project. Based on continuous review of problems encountered there is a continual periodic updating of our application and reporting process; we have currently redesigned these forms and are submitting them through the OMB Circular A-102 procedure.

As you know, the provisions of the Indian Education Act require OIE to submit an annual evaluation report to Congress on the progress made by projects under the Act. The two major data sources for these reports are a national assessment survey of the management processes in Title IV projects and an evaluation of data compiled from the application/reporting system. Additionally, we have completed an effort to train the largest Title IV grantees to conduct their own evaluations on a more sophisticated level than has been achieved to date, and will extend this concept by preparing evaluation handbooks that can be used by all grantees in evaluating their projects. In order to raise the effectiveness of the OIE staff in assessing evaluations of individual projects, we are preparing a training program for all OIE project officers who perform project monitoring.

Finally, with respect to the targeting of Title IV funds to Indian children we have found approximately 150 instances of funds being used for children other than Indians, but we do not yet know how widespread this practice is. Where necessary, we have requested audits (from approximately 30 Title IV projects) from the HEW Audit Agency and hope to conduct extensive site visits. When this is complete we will have a better indication of the extent of the problem. At that time, if the problem is widespread, we will take corrective action through regulation changes and monitoring.

In view of the diverse nature of Title IV projects, the degree to which Title IV funds are used for directly improving educational opportunities for Indian children can be summed up as follows.

While many projects are educationally traditional in nature, many other projects have major components directed toward reinforcing cultural heritage or cultural awareness. Although we are aware that such projects represent a little explored facet of educational programming, we have funded these projects because we feel that these latter activities may be extremely important in breaking down some of the mutual hostility and lack of understanding between the Indian child and the school district. If direct educational progress is attempted in an atmosphere of distrust, failure may well be the outcome. Unfortunately, hard evaluation data demonstrating solid educational gains may take several years to obtain, but the alternative is to provide Federal funding to a school system which is not fully aware of the particular education needs of the Indian child and in which the Indian child is unaware of the ability of the school system to relate to his or her needs. As I have noted, the probability of failure under these conditions is quite high.

Another aspect of the evaluation process that should be considered is that the necessary prerequisite to a systematic project-by-project evaluation is a base of data which describes what the existing educational needs of Indian communities all over the country are. Once this needs inventory is established, the progress projects make can be measured. Since this needs inventory does not now exist, we are in the process of establishing it by conducting a needs assessment.

One of the major problems in conducting such a study is to insure that recently completed and valid regional or tribal needs assessments are not repeated. We are making every effort to identify these studies and limit the scope of our study to only those areas where previous studies are not applicable. When this study is complete, we hope to be able to draw a national portrait of the educational needs of Indians.

Question 3. You noted in your testimony before the Committee that "not all States have been able to negotiate for public library services on the reservation." Could you please expand on that comment?

Answer. On the basis of information provided to the Office of Indian Education, it is our understanding that the following are constraints in establishing library services on reservations:

Legal tribal requirements

To establish a library on a reservation, a formal resolution must be presented to and accepted by the tribal government.

Management and staffing by Indians

There is a lack of Indian librarians and technicians who could motivate and work with the tribal decision-makers to institute library services. Individuals who are not Indians are sometimes unacceptable as negotiators.

The recruitment and training of Indians as librarians (on college levels) has had a high drop-off rate, so progress has slowed in recruiting Indian librarians who would be able to establish and direct libraries and library projects on reservations.

Jurisdictional barriers

There are legal constraints to the State or county extending funds for library services to a reservation which is outside their jurisdiction boundaries. An example of this is the ruling of the North Dakota Attorney-General that an American Indian tribe is not a part of the State government and therefore, no direct grant can be made by the State agency to a tribe.

Administrative and attitudinal barriers

Indian communities may lack familiarity with the grant application and administration procedures. In the absence of technical expertise and grantsmanship skills, tribes may be hesitant to apply for program funds. At the program office level, this hesitancy may be interpreted as a lack of desire or ability to fulfill program requirements rather than as a need for technical assistance.

PARENTAL INVOLVEMENT

Question 1. Have you had any problems with school districts in carrying out the requirements in the Act for parental involvement? If so please describe those problems.

Answer. The Indian Education Act has been unique among Federally-funded programs in the degree to which parents are involved with the planning, implementation and evaluation of Federally supported projects; and with any change of this magnitude problems can be expected and, indeed, have been encountered. Basically, we have found three problems: interpretation of the provisions of the Act, and supporting regulations dealing with parent committees, and communication difficulties between parent committee members and district personnel.

The problems with interpretation generally take the form of an inquiry from a school district or a parent committee chairperson in which someone might ask, "Can the parent committee reject a proposal?" or "Does the parent committee have any selection role in obtaining staff to work on a Title IV project?" In cases like this, our Part A staff will respond with interpretations and technical assistance.

The far larger problem that we have encountered is that of severe communication difficulties between parent committee members and school district officials. Based on the evaluation survey we recently completed, we feel one cause of the problem is that the educational terminology and the different meanings assigned to the same words by each group are quite different. Once clear indication of this is that at meetings between parent committees and school administrators, school administrators often fail to communicate to the Indian community in a meaningful, relevant manner. Thus, the two groups arrive at significantly different perceptions as to what was discussed at a joint meeting. We have concluded that before we can make any significant progress toward developing more effective projects, the communication difficulties must be solved.

However, we have also had many successes in parent committees working with school districts to plan and implement Title IV projects. Based on data resulting from the evaluation survey we recently completed, it appears that over seventy-five percent of parent committees are intimately involved in project operations, including such areas as determining educational needs, developing requirements for staff selections, budgeting and other administrative management and functions.

Question 2. Is your office working with Indian parent committees to advise them on their role under the Act? Do you believe that Federal funds should be available for the training of Indian parents to serve on advisory councils?

Answer. Yes, we are working with Indian parent committees to advise them of their role. We are also working with them to help solve the communication barriers discussed earlier.

We have sponsored, and will continue to sponsor, a series of conferences in various parts of the country to provide technical assistance to both Title IV grantees and parent committees. At these conferences, workshops dealing with the authority and responsibilities of parent committees are conducted.

In addition to the workshops, we are currently developing a media kit for parent committees. The purpose of this media kit is to provide essential information to all parent committees, including those that could not be reached by the conferences, regarding their role, their rights and responsibilities, in school districts and Title IV operations. The media kit is intended to clarify and define concepts which hinder communication.

Finally, in Fiscal Year 1975 we funded four Part B projects whose purpose is to train parent committees. These projects are being conducted by the Coalition of Indian Controlled School Boards, the Northern Cheyenne Tribe, the Sisseton Wahpeton Sioux Tribe, and Indian Education Training of Albuquerque, New Mexico. The total funding level for these projects is approximately \$290,000.

With respect to the last part of your question, dealing with Federal support of parent committees, in accordance with the DHEW, USOE General Provisions for Program Administration, Title IV funds are also made available to parent committees for such purposes as mileage to and from meetings, baby sitting reimbursement and travel expenses to attend USOE-sponsored conferences.

Question 3. What is your office doing to promote Indian controlled schools?

Answer. The Office of Indian Education provides three services to Indian controlled schools: financial support through the Part A 10 percent setaside for non-public schools districts, direct Part B financial assistance, and technical assistance through a Part B grant to the Coalition of Indian Controlled School Boards. Financial support offered to Indian controlled schools helps defray the costs of meeting the special educational needs of Indian children attending these schools, and is not usually intended to be basic support. Part A, non-LEA support in Fiscal Year 1975 was \$2,272,727 and direct Part B support to Indian controlled schools was \$730,881 and included seven projects. The purpose of the Coalition grant is to provide legal and technical assistance to Indian controlled schools that may encounter difficulties in operating their systems.

ROLE OF THE OFFICE OF INDIAN EDUCATION

Question 1. Do you believe the Office of Indian Education should perform an advocacy function for Indians within the Office of Education?

Answer. Yes, we definitely believe we have a very important role to play as an advocate for Indians within the USOE. With the possible exception of certain provisions of Impact Aid, the Indian Education Act is the single program targeting funds directly to Indians, because they are Indian. For example, although Title I of the Elementary and Secondary Education Act provides funding to many Indian children, it does so on the basis of their inclusion as a member of an economically disadvantaged group. Consequently, the Title I thrust, as with the thrust of other USOE programs, is not directed toward a single minority group, but instead has focused on a particular set of educational problems. The administrative mechanism of the Indian Education Act can focus on the unique set of educational problems of Indian children and that capability places the Office of Indian Education in a unique position to act as an advocate for Indians.

Question 2. In your prepared statement there are references to several other OE programs which are serving Indian students. Does the O.I.E. work with the other bureaus within the OE to target funds under these programs for Indian students? Does the O.I.E. work with these other bureaus to monitor funds administered by those bureaus which are being used for Indian children?

Answer. We have recently completed an analysis of the targeting problems encountered by other USOE programs in providing funds to Indians. The major findings from this study have been identified and discussed in the testimony submitted to this Subcommittee. Using the results of this analysis, we are beginning to work with other USOE programs to insure that adequate targeting, monitoring, and technical assistance of projects directed toward Indians are accomplished. As examples of this coordination, we have been instrumental in helping a consortium

of States secure a Title V (Strengthening State Departments of Education) grant to examine ways of upgrading services provided by State departments of education to heavily impacted Indian districts by the Department of Education of the States in which these districts are located. Our OIE staff have served as readers of grant applications for several USOE programs. We completed an analysis of the bilingual education funding requirements and have been engaged in joint planning exercises with the administrators of the Bilingual Education Program to explore ways in which Indians can more fully participate in that program. To date, our coordination efforts have concentrated on the planning, targeting and application review functions, but as we progress I would envision more emphasis on the monitoring activities. In an effort to sensitize other OE programs to perceptions and needs at the local Indian community level, OIE staff people have worked with other OE programs in evaluating grants and contracts and providing technical input in intra-agency task forces.

Question 3. Are you applying Indian preference for hiring within the OIE? Do you believe that there should be such a rule within OIE and within OE in general?

Answer. Currently, we do not apply Indian preference in our Office of Indian Education hiring practices. OIE requested of the DHEW General Counsel an opinion on whether OIE can apply Indian preference. This issue is currently under examination. If the law provides for such preference, it would be the legal obligation of the Office of Indian Education to see it applied.

Question 4. There seems to be a tremendous backlog of school construction needs for Indian children under Public Law 815. Could you describe how OE will use the funds appropriated for fiscal '76 under 815 to meet these needs? Will construction on reservations receive the same priority as construction in school districts off reservations? Does the OIE work with the Impact Aid Office with OE to design these priorities?

Answer. On the basis of information provided to the Office of Indian Education by the SAFA program, it is our understanding that P.L. 81-815 school construction assistance may be provided under Section 14(a) or 14(b) for pupils who reside on Indian lands, or under Section 5 for pupils who reside on, or who reside with a parent employed on, Federal property (which included tax-exempt Indian trust land). A priority index based on relative urgency of need is established for each eligible application in accordance with 45 CFR 114.5 and 114.6 (Copy enclosed) regulations. These regulations were established prior to the creation of OIE.

All eligible, unfunded applications are ranked and funded in priority order by section of the Act. P.L. 81-815 funds will be allocated to the various sections of the Act in accordance with the fiscal 1976 Appropriation language. That portion of the appropriation which may be allocated to Section 14 will be distributed as far down the Section 14 priority list (beginning with that application having the highest priority) as available funds will reach. Similarly, Section 5 funds will be distributed as far down the Section 5 priority list as they will reach. Had H.R. 5901 been approved \$7.875 million would have been available for Section 14 applications and \$7.125 for Section 5 applications.

HIGHER EDUCATION

Question. Your testimony mentions that colleges in various States are receiving funds under Title III of the Higher Education Act for American Indian programs and that Indian controlled community colleges are being funded through these other colleges. Your testimony also notes that Indian controlled community colleges are also receiving direct grants under Title III. Why are the Indian controlled colleges receiving grants both directly and through other colleges? Do you believe that there should be a change so that Indian controlled colleges will receive all their funds directly?

Answer. As a result of consultation with the Higher Education Program Office we have been advised that Developing Institutions support to Indian-controlled Community Colleges is in the nature of both direct aid and indirect aid through other institutions. The question whether it might be more appropriate to provide direct grants only to Indian-controlled colleges has been raised.

The Title III program is an institutional support program designed to strengthen developing colleges through funding programs in faculty growth, curriculum improvement, administrative development and student services. Grants are made to institutions to help them to develop the basic strengths needed to attain secure status. Under this program, institutions form consortiums or cooperative arrangements under which they participate. An institution may submit an

application for support from a consortium of institutions established to achieve a specific goal. Although only one institution is considered as a grantee, there are other developing institutions participating in the consortium who benefit greatly from participation in the Title III program. The Title III program staff feels strongly that the current option to participate as either a grantee or as a participant in a consortium be maintained. Clearly it allows greater flexibility for a developing institution seeking support under the Developing Institution Program.

RELATIONSHIP WITH THE BUREAU OF INDIAN AFFAIRS

Question 1a. What is the Office of Education doing to monitor the expenditure of the \$17.5 million transferred to BIA for compensatory education programs under Title I of the Elementary and Secondary Education Act?

Answer. According to the Title I program officer, each year a team of at least two people conduct on-site program reviews of the BIA Title I projects. This includes a review of a sample of projects at the school building level as well as the BIA Title I management unit at the headquarters level.

The scope of the review includes all compliance requirements applicable to the BIA and the management techniques employed. Findings and recommendations for improvement resulting from each review are transmitted to BIA officials.

In addition, technical assistance and advice is provided to BIA on a continuing basis through conferences, correspondence and telephone communication.

Question b. What is OE doing to monitor the expenditure by BIA of the other Title monies (approximately \$2.5 million) being transferred to BIA under the other Title programs?

Answer. According to the Office of Bilingual Education, P.L. 93-380 S722(b) authorizes the transfer of monies to the Secretary of Interior to carry out programs of bilingual education for children on Indian reservations served by elementary and secondary schools for Indian children operated or funded by the Department of Interior.

To date, all projects which are funded in this manner undergo the same monitoring (financial and programmatic) procedures which are applied to other Title VII programs.

Routine procedure is as follows: Financial and programmatic reports are submitted to the Grants and Procurements Management Division, which then forwards copies to bilingual staff. If there are discrepancies in the financial area of the report, the responsible staff person in Grants and Procurements Management Division contacts the appropriate BIA people, and the school district directly. To date the only discrepancies which have appeared have been mathematical errors.

If a problem appears on the programmatic review, the responsible Title VII project monitor contacts the Grants and Procurement Management Division so that they may deal directly with the local educational agency to rectify any problems in this area.

Internal Title VII evaluation occurs when the project monitor makes a site visit. Of the nine Title VII projects funded through BIA channels, two were continuations, and seven were new grants. Four of the new projects were visited. A fifth project in Alaska was scheduled to be visited, but the trip was cancelled because of inclement weather, and could not be rescheduled before the application and funding process began. The sixth, in Florida, was funded with supplemental monies. The staff travel schedule had been worked out prior to the funding of the project. The seventh project was not scheduled to be visited, as were neither of the two continuations. Please note that because of staff and financial limitations it has been possible for us to site visit new projects only.

Upon return, project monitors then write a statement of their findings and make recommendations on situations within the programs which need to be changed or rectified. These recommendations are generally well received and complied with.

Answer 2. According to the Bureau of Education for the Handicapped, a State Plan officer in the Aid-to-States Branch of the Bureau of Education for the Handicapped, in addition to other duties, is assigned specifically to BIA. The assigned State Plan Officer provides technical assistance as the BIA plans projected activities; answering questions and providing guidance concerning application of EHA Part B to the planned programs. The State Plan Amendment, submitted pursuant to Part B, EHA, is reviewed by the State Plan Officer who gives both oral and written comments based on established review procedures. Following this review, site visits might include local activities funded by EHA.

Part B in addition to program review at the offices of the Bureau of Indian Affairs.

Answer 3. According to the Office of Libraries and Learning Resources, ESEA Title II and NDEA III are administered in the Office of Libraries and Learning Resources by the School Media Resources Branch, which has been conducting regularly scheduled reviews of the administration of these two programs in all participating agencies and has been assessing program effectiveness through on-site visits to schools.

Such a review of BIA's programs was conducted by the Education Specialist assigned to BIA from our staff in May 1973 in the administering BIA Division of Educational Assistance in Albuquerque. Extensive visits to schools on the Hopi and Navajo Reservations and in the Northern and Southern Pueblos were made as a part of the review. A report containing six recommendations for strengthening the programs was sent to the administrator of the programs in Albuquerque, and to BIA's Director of Education Programs in Washington, D.C. All the recommendations were accepted and all have been implemented, wholly or in part. In June 1975, the same Specialist again visited the Division of Educational Assistance in Albuquerque and provided technical assistance on the two programs.

Answer 4. According to the Division of Supplementary Centers and Services, program monitoring by the Office of Education of ESEA, Title III State Plan funds transferred to the Bureau of Indian Affairs is handled in the following manner.

The Bureau of Indian Affairs submits an Annual Program Plan to the Office of Education establishing program priorities, duties of the advisory council, evaluation procedures, funding policies, dissemination activities and program reporting requirements. One important reporting requirement is to show how the fifteen percent of the program fund, has been used for handicapped children.

Title III, ESEA State Plans require the State (The BIA in this case) to provide for the administration of the plan. The BIA does not receive funds earmarked for administration of Title III, ESEA since funds for over-all BIA administration are provided through other legislation.

The Bureau of Indian Affairs program staff and advisory council members implements the plan to regularly monitor and evaluate programs funded under ESEA, Title III for each school year. A written report is prepared annually by BIA discussing the program outcomes of each major activity and submits this report to the Office of Education.

The Office of Education Title III staff reviews the report to determine if the annual program plan has been followed and records the results of the years activities. Periodically during the years activities OE staff members conduct on-site visits to the BIA headquarters and to a select number of program institution sites to verify the evaluation results. Innovative Title III, ESEA projects include Native Initiated Programs for Students, Pilot Reading Models, Music in Indian Culture, and Community Child Development Programs.

Question 2. Is the Office of Education, especially the Office of Indian Education, seeking to coordinate its record keeping and program development efforts with the Bureau of Indian Affairs?

Answer. Yes, the Office of Indian Education has begun a close working relationship with the Bureau of Indian Affairs. This process was initiated by arranging a series of meetings between the Commissioner of Education and the Commissioner of Indian Affairs. Working relationships between myself and the Director of the BIA Education Division have also been established. Some of the things we have accomplished to date in our coordination with BIA include aiding in the development of the Indian Self-Determination Act regulations and the P.L. 93-638 Title II study. Additionally we arranged coordination meetings between the Bureau of Higher Education, USOE and BIA Higher Education to resolve some issues that had arisen in the Basic Educational Opportunities Grants Program.

To date, our OIE/BIA relationship has been limited to program development and not record keeping, although we are just now beginning to explore the possibilities of establishing a joint data base with the Bureau.

We believe that these activities have been extremely valuable to both our programs and have full intentions of continuing to work more closely with BIA.

NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION

Question 1. What is your opinion of having the National Advisory Council on Indian Education supplying technical assistance to local educational agencies

and to Indian educational agencies, institutions and organizations, as called for in P.L. 92-318, Sec. 442(b) (3), Part D (The Indian Education Act)?

Answer. We welcome NACIE involvement in the technical assistance aspects of the Title IV program. It is almost impossible for the OIE to provide enough technical assistance. However, we recognize that the geographical and part-time limitations of the Council members severely restrict the degree to which they can accomplish this important function.

Question 2. Do you think technical assistance could best be carried out by the Office of Indian Education or by the Advisory Council?

Answer. Given the degree of need, both organizations can contribute to the technical assistance effort. Obviously, the program has the legal accountability for insuring proper use of funds by, among other techniques, providing adequate technical assistance where it is required and therefore provides the bulk of the technical assistance effort. However, members of the Council do represent a wide cross-section of Indian communities and are generally well respected. Therefore, it seems that technical assistance can best be accomplished by both organizations working together.

Question 3. Please describe the working relationship between the National Advisory Council and the Office of Indian Education.

Answer. One of the primary relationships between OIE and NACIE is through the weekly staff meetings that I hold with managers. The Executive Director of the Council is always present at these meetings and contributes to them in an active way. This Deputyship also has extensive and continuous contact with the chairman and other members of the Council to insure effective communication. Finally, the OIE usually has one staff member present at all Council meetings.

Question 4. To what extent is the National Advisory Council actually carrying out its function, as specified in Sec. 442 of the Indian Education Act?

Answer. The National Advisory Council has carried out many of its functions with respect to Sec. 442 of the Act. They have had a significant involvement in the Title IV proposal review function, and have conducted site visits for technical assistance and evaluation purposes. Additionally, they have reviewed and made recommendations on proposed regulations for the Act and have contributed by providing advice to the Deputy Commissioner for Indian Education on policy issues. As required by law, they have submitted their annual report to Congress, along with recommendations for improvement of programs.

Question 5. Do you think the National Advisory Council on Indian Education should be allowed to exercise the function of evaluating programs administered not only by the Office of Indian Education, but to add, as well, oversight responsibilities for evaluating education programs for Indians administered by the Office of Education as well as the Bureau of Indian Affairs?

Answer. I firmly believe that this function is one that should be performed by the Council. It would be consistent with our view of the intent of Congress in enacting Title IV. Under the existing provisions of Title IV, the Council is charged with the responsibility of making recommendations to the Congress regarding all Federal programs under which Indians are eligible for benefits. Under Title IV, the Council is specifically charged with the responsibility of reporting to the Commissioner of Education on all DHEW programs serving Indians. The Act does not specifically lay out the same authority for BIA Programs. However, under Sec. 442(b) (6) the Council is responsible for including any recommendations in their Annual Report to Congress it may deem necessary for the improvement of Federal educational programs in which Indian children and adults participate, or from which they can benefit. This could include recommendations on the BIA.

APPENDIX B

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION, RAYBURN HOUSE OFFICE BUILDING,
Washington, D.C., July 31, 1975.

Mr. MORRIS THOMPSON,
Commissioner, Bureau of Indian Affairs,
U.S. Department of Interior,
Washington, D.C.

DEAR MR. THOMPSON: We are writing to ask you to answer for the record several questions which we were unable to ask you during your appearance before

the Subcommittee on Elementary, Secondary, and Vocational Education last Monday. Attached to this letter is a list of those questions.

We would appreciate a prompt response so that the questions and your answers can be incorporated into the printed hearing record.

If you have any questions, please feel free to contact the staff of the Subcommittee.

Sincerely,

CARL D. PERKINS.
ALBERT H. QUILL
LLOYD MEEDS.

RESPONSE OF MORRIS THOMPSON, COMMISSIONER, BUREAU OF INDIAN AFFAIRS,
DEPARTMENT OF THE INTERIOR

GENERAL QUESTIONS

1. Question. (a) BIA figures indicate that there are 6,876 full-time employees specifically concerned with education within BIA. Could you give us a breakout of how many of these people are in: (a) the Central Office in Washington; (b) the Central Office in Albuquerque; (c) in each Area Office; (d) in the 77 boarding schools; (e) in the 117 day schools; and in the dormitories.

Answer.

	Number of positions
(a) Central Office—Washington	20
(b) Central Office—Albuquerque	45
(c) Area offices (total: 194)—	
Aberdeen	17
Albuquerque	18
Anadarko	12
Billings	4
Juneau	18
Minneapolis	11
Muskogee	30
Navajo	46
Phoenix	19
Portland	16
Sacramento	2
Eastern	1
(d) 77 boarding schools	4,880
(e) 117 day schools	952
(f) 19 dormitories	252

1. Question. (b) Of the people in the Central Offices in Washington and Albuquerque, and in the Area Offices, how many work in (a) administering, (b) monitoring Federal education monies.

List separately and list the number of personnel administering and monitoring expenditures for BIA-operated boarding schools, day schools and dormitories.

Also list those responsible for administering and monitoring Johnson-O'Malley and each of the Title programs transferred from the U.S. Office of Education.

Answer.

	Number of positions	
	Administering	Monitoring
Central office Washington	3	12
Central office Albuquerque	3	26
Area office (total)	14	55
Aberdeen	1	10
Albuquerque	1	4
Anadarko	1	2
Billings	1	1
Eastern	2	7
Juneau	1	1
Minneapolis	1	1

	Number of positions	
	Administering	Monitoring
Muskogee.....	1	3
Navajo.....	2	20
Phoenix.....	2	5
Portland.....	2	1
Sacramento.....	1	

¹ Monitoring staff is furnished by central office Washington.

Note: Education personnel at the area and agency are responsible for administering and monitoring expenditures for BIA-operated boarding schools, day schools, and dormitories. While each educational facility has at least 1 person designated as an "Administrator" (i.e., education program administrator, principal-teacher, supervisory-teacher), their primary responsibility is for program administration and not fiscal administration. The degree of involvement of education personnel to the installation level in administering and monitoring expenditures varies greatly within each Area and between Agencies.

	Number of positions	
	Administering	Monitoring
Johnson-O'Malley.....	3	9
Title I.....	1	2
Title II.....		1
Title III.....		1
Title IV.....		1
Title VI.....	1	2
Title VII.....		1

1. Question. (c). Of money allotted in FY 1975, were any BIA personnel in non-education positions or functions being paid in whole or in part with education component funds? If so, how many; how much money was involved; why was it spent? Was any FY 1975 education money used in whole or in part for non-educational purposes? If so, how much; what was it used for and why?

Answer.

Eastern area: Personnel clerk.....	\$10,231
Muskogee area:	
Transportation of students to public health clinics.....	18,500
Scouting program.....	2,500
Portland area:	
Assistant area director, community services.....	16,800
Common use.....	5,350
Aberdeen area:	
Community representative.....	17,756
Community representative.....	28,250
Community representative.....	17,183
Navajo area:	
Personnel clerk.....	9,972
Clerk-typist.....	9,912
Motor vehicle operator.....	13,041
Motor vehicle operator.....	12,103
Personnel clerk.....	11,840
Motor vehicle operator.....	13,292
Motor vehicle operator.....	13,796
Motor vehicle operator.....	13,796
Warehouseman.....	12,720
Motor vehicle operator.....	12,400
Personnel clerk.....	10,595
Motor vehicle operator.....	11,302
Motor vehicle operator.....	13,041
Warehouseman.....	12,584
Personnel clerk.....	9,190
Warehouseman.....	10,318
Personnel clerk.....	10,595

Albuquerque area:

Southern Pueblos Agency:

Personnel management specialist	\$10,163
Warehouseman	12,879
Motor vehicle operator (85 percent of their time for education)	9,302

Northern Pueblos Agency:

Supply clerk	7,547
Warehouseman (75 percent of their time for education)	9,036
Use of a school bus for scouting and community activities (per year)	100

Ramah-Navajo: Transportation for students for medical (per year)

IAIA:	2,500
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Motor vehicle operator	20,629
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Warehouseman	8,353
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Area office: Personnel staffing specialist (last year only, not for fiscal year 1976)	24,368
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This information was obtained from the Area offices.

2. Question. Concerning the total BIA education budget in FY 1975, how much of this total was expended in the Washington Central Office, the Albuquerque Central Office, and each of the twelve Area Offices (excluding individual school teachers, principals, dorm aides, etc.)?

Answer.

Washington Central Office	\$3,839,466
Albuquerque Central Office	1,777,654
Aberdeen	4,297,311
Albuquerque	5,574,554
Anadarko	3,196,282
Billings	397,902
Eastern	323,231
Juneau	11,091,846
Minneapolis	2,425,148
Muskogee	5,988,013
Navajo	15,314,682
Phoenix	4,717,960
Portland	2,431,894
Sacramento	574,058

3. Question. What BIA internal or contracted studies or evaluations have been done in the past five years concerning the BIA education programs other than the ACKCO study (the Joint BIA/USOE Study published this year)? Provide lists with title, author, date, publisher.

Project name	Author/director	Date	Publisher
Administrator's exchange	Dr. Henry Rosenbluth	1970 to 1971	BIA, Washington, D.C.
Air bookmobile	William Benton	do	BIA, Bethel, Alaska.
Model evaluation	Dr. James Popham	do	University of California, Los Angeles, Calif.
Early childhood education	Eva Kriger	do	BIA, Juneau, Alaska.
Self, society and culture	Dr. Annabelle Scoon	do	Albuquerque Indian School, N. Mex.
Navajo reading study	Dr. Bernard Spolsky	1970 to 1975	University of New Mexico, Albuquerque.
Awareness through music	John Ross	1970 to 1973	Santa Rosa School, Sells, Ariz.
Music resources	Mrs. Minnie Hand	do	Choctaw Central High School.
Parent-child center	Mrs. Jean Bluestone	1971	BIA, Washington, D.C.
Communications Arts	University of California at Santa Cruz	1972 to 1973	University of California at Santa Cruz.
Language in American Indian education.	University of Utah Salt Lake City, Utah.	1972 to 1973	University of Utah Salt Lake City, Utah.
Language arts projection	Center for applied linguistics	do	Washington, D.C.
English language testing project	University of Southern California	1972	University of Southern California.
Do	UCLA	1972 to 1973	UCLA.
Exploring and changing BIA teacher attitudes.	Southeastern Oklahoma State University.	do	Southeastern Oklahoma State University, Durant, Okla.
Teacher improvement study	BIA		Personnel and Education, Washington, D.C.
Analysis of academic achievement of Indian high school students in Federal and public high school.	Dr. Willard Bass		Southwestern Cooperative Educational Laboratory, Albuquerque, N. Mex.

Project name	Author/director	Date	Publisher
European study tour.....	Mrs. Micki Moore, Aberdeen area office.	1971.....	Aberdeen area office BIA.
The Navajo student adaptability study.	Mrs. Kathlyn Coffman, Window Rock Ariz., Navajo Agency.	do.....	Intermountain Indian School, BIA.
Teacher mobility and retention study.	University of Oklahoma.	do.....	University of Oklahoma, Norman, Okla.
Zuni comprehensive development plan study.	Robert E. Lewis, Zuni Pueblo	do.....	Zuni Pueblo New Mex.
Navajo bordertown dormitory study.	Dr. Willard Bass.....	do.....	Southwestern Cooperative Educational Laboratory.
Summer institute for Indian youth with learning disabilities.	Maybelle Hollingshead.....	do.....	Canadian Valley Regional Educational Laboratory, El Reno, Okla.
Community planning and development study by the Ogala Tribal Council.	Ogala Sioux Tribe, Pine Ridge, S.D.	do.....	Pine Ridge, S. Dak., Ogala Sioux Tribe.
Title III evaluation model.....	Dr. James Popham.....	do.....	UCLA.
Student-staff management information systems for education.	Mr. Stewart Muntz.....	do.....	BIA, Albuquerque, area office.
Project Concho.....	Dr. Pete Campanelli.....	1971 to 1972.....	BIA, Washington, D.C.
Project Master.....	do.....	do.....	University of Tulsa, Tulsa, Okla.

REPORTS OF EVALUATION AND RESEARCH ACTIVITIES LISTED BELOW WERE PRODUCED BY THE INDIAN EDUCATION RESOURCES CENTER (IERC), ALBUQUERQUE, N. MEX. (THE LIST BELOW ARE RESULTS OF IN-HOUSE ACTIVITIES)

Project name	Date	Work done by
Chillicothe survey.....	1972 to 1973.....	Indian Education Resources Center—Staff.
Sherman Indian High School.....	1971 to 1972.....	National Indian Training & Research Center, Tempe, Ariz.
Rough Rock School evaluation.....	do.....	Indian Education Resources Center—Staff.
Do.....	1974.....	Do.
Wyoming Indian High School.....	1971 to 1972.....	Do.
Ramah Navajo High School.....	do.....	Do.
Micosukee School evaluation.....	1971 to 1973.....	Do.
Haskel transition evaluation.....	1972.....	Do.
Center for the study of migrant and Indian education.....	Summer 1972.....	Do.
Educational needs assessment in the BIA.....	Spring 1972.....	Do.
Skills and arts of communication workshop evaluation.....	Summer 1972.....	Do.
Santa Cruz.....	do.....	Do.
Off-reservation boarding school project description.....	do.....	Do.
Evaluation report of the special scholarship in law for American Indians, University of New Mexico Law School.	do.....	Do.
Results of the test of proficiency in English as a 2d language in grades 4, 5, and 6 of BIA schools, school year 1971-72.	1972.....	Do.
Guidelines for the use of the test of proficiency in English as a 2d language (TOPEL).....	do.....	Do.
An evaluation of the Johnson O'Malley program.....	do.....	Do.
Assistance to Indians enrolled in public schools, Johnson O'Malley regulations, a progress report.	1974.....	Do.
Information needs to support an evaluation process for Bureau of Indian Affairs education programs.	do.....	James F. Jeffrey GSA—Region 8 Austin, Tex.
Roswell Police Academy evaluation.....	1972.....	Indian Education Resources Center—Staff.
Alaskan native needs assessment in education (Project ANNA).....	1973.....	Do.
Alaskan native education an historical perspective.....	do.....	Charles Kay Ray, Professor of Education, University of Alaska.
Fort Sill Indian School evaluation.....	Summer 1973.....	Indian Education Resources Center—Staff.
Bureau of Indian Affairs higher education evaluation.....	1972 to 1973.....	Do.
An evaluation project: The Pierre Indian School.....	1973.....	Do.
An education evaluation: The Choctaw and Chitimacha schools.....	do.....	Do.
Intermountain School evaluation task force: a report.....	do.....	Do.
Students rights and responsibilities, evaluation report.....	1975.....	Do.
Student rights and responsibilities: A review of the draft of program guidelines.....	February 1974.....	Do.
Student rights and responsibilities: A progress report.....	April 1974.....	Do.
Health needs assessment.....	1974.....	Do.
Evaluation report of Indian education administrator training program at universities of Harvard, Penn State, Minnesota.	1975.....	Do.
Control of Indian education in BIA schools: volumes.....	1974.....	Do.
Evaluation of White Shield School—2 volumes.....	do.....	IERC—Staff and NITRC.
Public school survey of construction and needs related to the education of reservation Indian Children.....	do.....	National Indian Training and Research Center, Tempe, Ariz.

REPORTS OF EVALUATION AND RESEARCH ACTIVITIES LISTED BELOW WERE PRODUCED BY THE INDIAN EDUCATION RESOURCES CENTER (IERC), ALBUQUERQUE, N. MEX. (THE LIST BELOW ARE RESULTS OF IN-HOUSE ACTIVITIES)—Continued

Project name	Date	Work done by
Management decisions in Indian education; a Presidential objective, 8 progress reports.	1974 to 1975	IERC—Staff.
Evaluation of Micozotukoo Indian School.	1975	Do.
Evaluation of Choctaw Career education.	do.	Do.
Oklahoma Indian education needs assessment.	1975 in progress	Dr. Ken McKinley, Oklahoma State University.
Early childhood needs assessment.	do.	Dr. Herbert Zimiles, Bank Street College N.Y.
Evaluation of the progress Presidential objectives.	do.	Mr. Francis McKinley, Tempe, Ariz., Mr. George Underwood, Tulsa, Okla.

Project name	Author/director	Date	Publisher
Accountability study.	Mr. Max Harriger	1971 to 1972	IERC, Albuquerque, BIA.
Foster homes as alternatives to boarding schools.	Mr. Vernon Shaak	do.	Do.
Clothing needs and resources survey.	do.	do.	Do.
Social development process.	do.	do.	Do.
Development of career ladder and lattice.	do.	do.	Do.
Navajo testing program.	Dr. Eugene Briere	1970 to 1972	UCLA.
Interdisciplinary curricula design.	Dr. Robert Wilson	do.	Do.
Primary level follow-through.	BIA	1972	Cherokee, N.C., Choctaw, Miss., Hopi, Ariz.
Eskimo english bilingual project.	Jim Orvik	1971	University of Alaska.
Cultural follow-through.	Mr. David Young	do.	IERC, Albuquerque, BIA.
Research and development needs and priorities for the education of American Indians.	Dr. Willard Bass	do.	Southwestern Cooperative Educational Laboratory, Albuquerque, N. Mex.
A tribal research project in Nez Perce history and culture.	Dr. Dave Warren, Santa Fe, N. Mex.	do.	Nez Perce Tribe, Lapwai, Idaho.
Center for native American development.	University of Idaho	do.	University of Idaho, Moscow, Idaho.
College work study Indian internship program.	Dr. Vance Fraser	do.	University of Arizona.
Special secondary social studies program for perspective teachers of Indian students.	Dr. M. J. Rice	do.	University of Georgia, Athens, Ga.
College work study teacher internship program.	Dr. Cecil Kipling, Jr.	do.	University of North Dakota, Grand Forks, N. Dak.
Fort Wingate music project.	Wingate High School	1973 to 1974	Bureau of Indian Affairs, Gallup, N. Mex.
Teacher characteristics and turnover survey.	Dr. Geo. Letchworth	do.	University of Oklahoma, Norman, Okla.
A plan to assess and change the attitudes of teachers.	Dr. Geo. Letchworth, Cruzum, Johnson, Brinkley, Daws, BIA, Central Office.	1973	University of Oklahoma, R. A. Cruzum and E. Brinkley.
A study to identify language learning patterns and problems of Navajo students and their relationship to reading ability.	Dr. Bernard Spolsky, Navajo language program, Department of Linguistics.	1973 (cont.)	University of New Mexico, Albuquerque, N. Mex.
Higher education dropout study—Alaska.	BIA, Juneau	1973	BIA, Juneau, Alaska, education office, Juneau area office.
Higher education survey of Indian students.	BIA, IERC	do.	BIA, IERC—Central Office, P.O. Box 1788, Albuquerque, N. Mex.

Project In-Slip (Intermountain School Learner Identification Program), Utah State University Foundation, August 1970. The Utah State University, Logan, Utah.

Project Asset (Accelerating Specialized School Experiences Today), Dr. James R. Frederick, Project Director, June 1970. The Arizona State University, Tempe, Arizona.

Project Mesa (Multiphasic Educational Systems Approach), J. W. Wellington, Superintendent, June 1971. Wahpeton Indian School, Wahpeton, North Dakota.

Project Concho (Special Education Services for Exceptional Indian Children), Dr. Howell Merrill Project Director, June 1971. The Canadian Valley Regional Educational Laboratory, El Reno, Oklahoma.

A comprehensive mental health program at Sherman Indian High School, Orville W. Merrill, Psychologist, August 1971. Sherman Indian School, Riverside, California.

Project Master (Identification of Vision, Speech, and Hearing Problems and Related Followup Activities), The University of Tulsa, June 1971. Department of Special Education, College of Education, The University of Tulsa, Tulsa, Oklahoma.

Cherokee Project (Model Demonstration Program for Children with Learning Disabilities), Herbert Neff, 1974. Tennessee Wesleyan College, Athens, Tennessee.

The Testing of Native Americans (Policy Recommendations of the Bureau of Indian Affairs Task Force on Testing), Dr. Robert E. Hall, July 1972. Bureau of Indian Affairs, Indian Education Resources Center, Albuquerque, New Mexico.

4. *Question.* Your March 17th testimony before the House Appropriations Committee indicates that in the Navajo Area, there is attention being paid to the individual needs assessment of the children, with input from parents. This is also being done on the Standing Rock Reservation in North Dakota. Will you list for us where else within the BIA system of schools this is being done? Has there been a plan developed within BIA for needs assessment (with parents/student input) for all BIA-funded programs—including Title programs transferring funds from USOE?

Needs assessment approach used in BIA schools? Navajo and Standing Rock are mentioned in the question. In addition, the Albuquerque and Phoenix Areas both use general individual needs assessment approaches to instruction. The curriculum areas of reading and mathematics are most usually used in these strategies. These are the only places where this approach is used.

Has there been a plan developed within BIA for needs assessment, with parents/student input for all BIA-funded programs—including Title programs transferring funds from USOE?

There are different levels of responsibility which reflect different types of activities. There is a general plan for needs assessment which includes involvement of students and parents that was developed by the BIA. This was published by the Bureau of Indian Affairs as Research and Evaluation Report Series No. .09. See attached document. This approach was used mostly with off-reservation boarding schools and Report Nos. .07 (Haskell); 16 (Information Needs to Support an Evaluation Process for BIA Education Programs); 18 (Alaskan Native Needs Assessment in Education—Project ANNA); 19 (Ft. Sill Indian High School Evaluation); 22 (An Evaluation Project: The Pierre Indian School); and 23 (An Education Evaluation—The Choctaw and Chitimacha Schools) employed the design.

Area Offices and schools have employed the needs assessment approach that focuses attention on the individual child. This approach is that which is mentioned above regarding Navajo and others. It emanates from criterion based evaluation instruments which are comprised of instructional objectives. The child's performance on the criterion based instrument indicates those skills and content that are to be learned, which in turn becomes needs.

The general design used in both instances is referred to as a "discrepancy model." This is described in Report No. .09, mentioned above. It should be noted that the general approach to needs assessment was published by the BIA in 1972 and has received wide distribution since that time.

Title programs (USOE) as administered by the Bureau of Indian Affairs are justified on the basis of a determination of need. The general model used is similar to the one described above. One difference is that Title programs employ a variety of instruments, including normed and criterion referenced. It should be noted that the extent of detail of identifying learner needs for Title programs is extensive and comprehensive, including the academic as well as supportive needs, i.e., psychological, welfare, and medical. Need must be clearly identified before Title projects are approved for funding. In effect, each project application contains a description of learner need and if wanted, these can be made available to the Committee. Title I law and the Bureau insist that parents must be involved in identifying and prioritizing the needs of children to be served in the projects.

It should also be noted that there is a general plan for a management needs assessment which was developed in conjunction with the Bureau's Management by Objectives Project called the "Presidential/Secretarial Objective on School Management Options." The Needs assessment developed for this project was produced in the form of a filmstrip and audio tape and is available to the Committee. The purpose of this needs assessment is to assist tribes in making an informed decision about taking over control of a Federal school.

All Report series documents are available on request.

5. Question. Please explain BIA policy in determining who is an Indian. Please include as part of this explanation a description of the evaluation of the one-fourth Indian blood standard.

Answer. The term "Indian" has never been defined nor has unanimity existed among those who would attempt to by Indians or the Federal Government. According to the *Handbook of Federal Indian Law* by Felix S. Cohen (First Edition, 1940), the term "Indian" may be used in an ethnological or in a legal sense.

Ethnologically, the Indian race may be distinguished from the Caucasian, Negro, Mongolian, and other races. If a person is three-fourths Caucasian and one-fourth Indian, it is absurd, from the ethnological standpoint, to assign him to the Indian race. Yet, legally such a person may be an Indian. . . . Legal status depends not only upon biological, but also upon social factors, such as the relation of the individual concerned to a white or Indian community. . . . Social or political factors may affect the classification of an individual as an "Indian" or a "non-Indian" for legal purposes, or for certain legal purposes. Indeed, in accordance with a statute reserving jurisdiction over offenses between tribal members to a tribal court, a white man adopted into an Indian tribe has been held to be an Indian [*Nofire v. U.S.*, 164 U.S. 657 (1897)], and the decided cases do not foreclose the argument that a person of entirely Indian ancestry who has never had any relations with an Indian tribe or reservation may be considered a non-Indian for most legal purposes. . . . (p. 2)

The Trade and Intercourse Act of 1834 (Act of June 30, 1834, sec. 25, 4 Stat. 729, R.S. § 214, 25 U.S.C. 217), lacking a definition for Indian other than the words of the statute, the courts have taken the position that an Indian "is one descriptive of an individual who has Indian blood in his veins and who is regarded as an Indian by the society of Indians among whom he lives."

In *United States v. Rogers* (1846), the court held that . . . "White man cannot by association become an Indian, within the application of the foregoing statute, an Indian may, nevertheless, under some circumstances, lose his identity as an Indian."

The General Allotment Act (Act of Feb. 8, 1887, 24 Stat. 388, 25 U.S.C. 331, et seq.) has held that "Indians who are descendants of aboriginal tribes, but who have taken up residence apart from any tribe and adopted habits of civilization, non-Indians, within the meaning of an Alaska statute defining Indians for the purpose of liquor regulation as aboriginal races inhabiting Alaska when annexed to the United States, and their descendants of the whole or half-blood who have not become citizens of the United States (*Nagle v. U.S.*, 191 Fed. 141 (C.C.A. 9, 1911))."

Although the statutes do not define the status of Indian of mixed Indian and other blood, the courts have followed that an individual to be considered an Indian must not only have some degree of Indian blood but must in addition be recognized as an Indian. In determining such recognition the courts have heeded both recognition by the tribe or society of Indians and recognition by the Federal Government as expressed in treaty and statute. Numerous treaties, as well as statutes, have recognized individuals of mixed blood as Indians (In at least one treaty, children are described as quarter-blood Indians. Treaty of September 29, 1817, with the Wyandot and other tribes 7 Stat. 163.).

In *U.S. v. Higgins* it was said: . . . "half-breed Indians are to be treated as Indians, in all respects, so long as they retain their tribal relations." [103 Fed. 348 (C.C. Mont. 1900)]

Although Congress has classified Indians for various particular purposes, it has never laid down a classification and either specified or implied that individuals not falling within the classification were not Indians. In various enactments classification has been passed primarily upon the presence of some quantum of Indian blood. Thus, the Indian Appropriation Act of May 25, 1918 (40 Stat. 564, 25 U.S.C. 297), provides:

No appropriation, except appropriations made pursuant to treaties, shall be used to educate children of less than one-fourth Indian blood. . . .

Various special acts relating to certain tribes have provided for the removal of restrictions an alienation from lands of the members of the tribes of less than one-half Indian blood (Act of May 27, 1908, 35 Stat. 312 (Five Civilized Tribes): Act of March 3, 1921, 41 Stat. 1249 (Osage)).

In the Act of March 4, 1931 (46 Stat. 1518), relating to the Eastern Band of Cherokees of North Carolina, Congress states:

... that thereafter no person of less than one-sixteenth degree of said Eastern Cherokee Indian blood shall be recognized as entitled to any rights

with the Eastern Band of Cherokee Indians except by inheritance from a deceased member or members... (p. 1518)

Congress had previously recognized Indians of less than this degree of blood for in the Act of June 4, 1924 (43 Stat. 306), it provided:

That any member of said band whose degree of Indian blood is less than one-sixteenth may, in the discretion of the Secretary of Interior, be paid a cash equivalent in lieu of an allotment of land. (p. 379)

A statutory definition of an Indian is contained in the Indian Reorganization Act (Act of June 18, 1934, 48 Stat. 984, 25 U.S.C. 461, et seq.), which in section 19 provides:

The term "Indian" as used in this Act shall include all persons of Indian descent who are members of any recognized Indian tribe now under Federal jurisdiction and all persons who are descendants of such members who were, on June 1, 1934, residing within the present boundaries of any Indian reservation, and shall further include all other persons of one-half or more Indian blood. For the purposes of this Act, Eskimos and other aboriginal peoples of Alaska shall be considered Indians. (p. 988)

In this Act as in the foregoing acts, the definition of "Indian" is limited in its connotation to the purposes of the legislation.

Apart from statute, the administrative agencies of the Federal Government dealing with Indian Affairs commonly consider a person who is of Indian blood and a member of a tribe, regardless of degree of blood, and Indian.

Thus, the Indian Law and Order Regulations approved by the Secretary of the Interior on November 27, 1935, contain the provision:

For the purpose of the enforcement of the regulations in this part, an Indian shall be deemed to be any person of Indian descent who is a member of any recognized Indian tribe now under Federal jurisdiction....

This definition exemplifies the idea that in dealing with Indians the Federal Government is dealing primarily not with a particular race as such but with members of certain social-political groups towards which the Federal Government has assumed special responsibilities. (See also: Morton v. Mancari, No. 73-362 and 73-364, which has similar language.)

The term "Indian" throughout history has never had a definitive definition that could be applied across the board for all purposes. As it can be readily seen, definitions were set by statutes, Executive Orders, and legislations for specific or particular purposes and limited only in foregoing acts. Therefore, the Bureau policy reflects administrative regulations which classify Indians according to blood quantum for particular purposes.

The Indian Appropriation Act of May 25, 1918, sets the one-fourth blood quantum for Education purposes. In the Executive Order of January 31, 1939, Indians of one-fourth or more Indian blood were exempted, insofar as positions in the Bureau of Indian Affairs were concerned, from the Civil Service Commission examinations, and other similar statutes exist in other programs of the Bureau.

6. Question. Please explain BIA policy for determining what is "near" a reservation.

Answer. As you know on February 20, 1974, the Supreme Court set aside the Bureau's determination, based on the Indian Affairs Manual (60:3.1.4), that general assistance should be provided only to Indians residing on the reservation (Morton v. Ruiz). The Court found that Congress had been advised in appropriation hearings over the years that BIA benefits were available to Indians "on or near reservations." After lengthy consideration of the hearings of these committees, the Court determined "that, for many years... the BIA itself made continual representations to the Appropriations Subcommittees that non-urban Indians living 'near' a reservation were eligible for BIA services."

In addition to holding the substance of the BIAM provisions—i.e., the limitation to reservation residents—invalid because contrary to the intent of Congress, the Court was extremely critical of the Bureau's procedures in adopting eligibility criteria. The Court held that these criteria ought to be adopted in full conformity with the provisions of the Administrative Procedure Act, 5 U.S.C. § 551 et seq., which include formal publication in the Federal Register and Code of Federal Regulations. Appropriate rule-making procedures ought to be devised and regularly observed. The Court described the BIA Manual as "an internal-operations brochure intended to cover policies that 'do not relate to the public.'" The Court perceived a relationship between the need for procedural fairness in dispensing important substantive benefits and the trust obligations of the Bureau. Since

the decision clearly requires the formulation of rules to clarify the category of "near reservation" Indians. A committee is preparing in greater detail on the steps which should be taken to comply with the decision. At the present time we are in the draft stages in clarifying the category of "near reservation" Indians.

7. *Question.* In your testimony before the Appropriations Committee in March, you testified that there were plans to "expand" programs for individualized instruction. Could you elaborate?

This question is related to the one pertaining to needs assessments. The individualization of instruction approach taken in BIA starts with the learner needs assessment of the child. Responsibility for the instructional program, which is defined as an operational activity, is vested in Area Offices. As mentioned above, Navajo, Albuquerque, and Phoenix Areas have adopted a particular type of individualized instruction. On the other hand, the general policy of the BIA for many, many years has been to base instruction on the individual needs of the child. The approaches to this have changed over the years. It can be said that each Area Office has their own style of individualized instruction and that there is no one set approach to it. The expansion to which reference was made in earlier testimony meant the individualization approach which is based on identifiable instructional objectives.

BIA-OPERATED BOARDING AND DAY SCHOOLS

1. *Question.* How did the policy develop within the BIA to use boarding schools for Indian children and not to use day schools on reservation?

The use of boarding schools for Indian children is almost as old as is the formal education of American Indians. Historically, the use of boarding schools has gone in cycles and has been based on identified need. Boarding schools gained popularity in the last quarter of the Nineteenth Century when the Carlisle Indian School in Pennsylvania was the model of how to educate Indian children. Boarding schools were strong until about 1925 when socially conscious groups began to look into them and did not like what they found. The famed Meriam Report of 1928 dealt on the negative aspects of boarding schools and strongly recommended day schools in their stead. So, between 1930 and 1950 there were many boarding schools that were closed and many day schools were opened. The reasons for this were that education should be closely related to the home, and this is achieved best by day schools.

After World War II, the largest Indian Tribe in the United States, the Navajos, decided that education was the key to survival in the contemporary society. Overnight, Navajos by the thousands between the ages of 6 and 20 started to school, many of them for the first time. With this surge of students, the boarding schools of the Bureau were again needed and were filled to capacity. Along with this was an indepth study of the Navajo Reservation in order to determine the best approach to meeting educational need. Professor George I. Sanchez of the University of Texas, and others, provided reports that culminated in the construction of boarding schools on the reservation. The studies reflected two factors that were persuasive in the decision to build boarding schools. First, the Navajo social structure was such that it did not relate to the traditional concept of a school and a community. The Navajo lived in small scattered communities. Second, the small scattered communities did not have roads between them. Therefore, in order to have schools, the boarding school was recommended as the answer.

During the middle Sixties the need for boarding schools off-reservations began to diminish, especially as the school construction program on the Navajo Reservation grew and met the needs of the children. At about this time, the need shifted to Alaska where there were several hundred children who did not have high school facilities available in the State of Alaska. For a time, during the Sixties the Bureau was faced with the fact that Alaskan native youth could not attend high schools simply because there were not enough facilities in Alaska to meet need. So, Alaskan natives were enrolled in boarding schools in the south Forty-Eight States. This, however, was brought to a close and there are only a handful of Alaskan Natives currently enrolled in a Stateside school at Salem, Oregon. Next year there will be no Alaskan Natives enrolled in Stateside schools because Alaska has met the educational need of its Native population.

The current need for boarding schools for Indian youth relates to the changing characteristics of the students. The off-reservation boarding school enrolls adolescent youth who have special personal, social, educational, or family needs. This

means that the enrollments in off-reservation boarding schools has gradually declined over the past five years. The off-reservation boarding school of the future will be one enrolling a small number of Indian youth who have specialized needs. The need for boarding schools will continue, but this will be a diminished one.

There will continue to be boarding schools operating on reservations until such a time as all-weather roads are available.

It should be noted that there is a growth in public school enrollment of Indian children/youth and that the enrollment in Federal schools continues to decline. Indian parents are electing to send their children to public schools. This trend is reflected in the educational practices of all tribes.

It should also be noted that Indian parents and students generally do not view boarding schools negatively. When faced with criticism, Indian parents will always elect to support a boarding school. Non-Indian critics of boarding schools frequently overlook this fact.

In summary, starting in about 1930 and continuing to the present, the BIA has preferred day schools to boarding schools. Boarding schools have been built only after careful study and justification of need.

2. Question. How many BIA Federal schools operating under the Snyder Act were there in fiscal year 1975 (boarding schools and day schools)?

Answer. 194.

3. Question. How is BIA policy for BIA-run schools developed? How are the programs monitored? Who is responsible for developing curriculum? How are policy and other administrative details coordinated between the Central Offices in Washington, D.C., and Albuquerque and 12 Area Offices, in the schools?

How is BIA policy for BIA run-schools developed?

General policy emanates from the Congress, the Administration, and Indian Tribes. Expressions of policy are contained in the Indian Affairs Field Manual and Special Messages from the President. This, of course, refers to national policy. At the national level policy directions are also reviewed with national Indian organizations such as the National Congress of American Indians and the National Tribal Chairmen's Association.

Local level policy determination emanates from tribal governments and from advisory school boards. Local level policy is more detailed and more concerned with management matters.

How are programs monitored?

Program monitoring is done at all levels of the BIA. Area Offices, Agency Offices, and the Central Office each perform their respective duties in this role. This is best explained by giving an example of a program that is ongoing. The Bureau started basic program improvement in Student Rights and Responsibilities during the summer of 1973. The Central Office performed evaluation of the program on a Bureauwide basis. Then, general program guidelines were developed during the 1973-74 School Year. This culminated in a new part for the Code of Federal Regulations and a new chapter for the Indian Affairs Field Manual. Starting with the 1974-75 school year, a workshop was held to discuss the new program directions.

General guidelines were discussed and responsibilities of the Areas, Agencies and schools were described. The approach typifies that generally used by the BIA. That is, the Central Office developed very general basic guidelines and Area Offices assumed responsibility for implementation. During the year, the program was monitored by the Area Offices and the Central Office. At present, the evaluation of the first year of implementation is being culminated, curriculum bulletins are being developed, and training needs are being determined. This example shows that each level of operation has a role to play and that each role is different but related of the general thrust of the program.

Who is responsible for developing curriculum?

For purposes of the BIA, curriculum is defined simply as the planned activities of the school with special emphasis on what takes place between the teacher and the student. Curriculum development is the shared responsibility of a number of individuals including the teacher, principal, student, parent, Area Office, and Central Office. As described above in the Student Rights and Responsibilities program, each level of BIA Education has a different responsibility.

At the Central Office, curriculum development is vested in the Director of Education who in turn assigns it to Divisions. Each Central Office Division has some responsibility in curriculum development. For instance, the Division of Continuing Education works with special education as related to physically and mentally

handicapped. The Division of Evaluation, Research, and Development works with traditional content areas and with special programs that are being implemented in schools. For instance, this division handled the Student Rights and Responsibilities program and is working on bilingual and early childhood education. The Division of School Facilities has responsibilities for curriculum developments as related to new facilities.

Basic responsibility for curriculum development at the instructional level is delegated to Area Officers who in turn work with Agencies and schools. Areas assume responsibility for the actual instructional program. It is at this level that teachers are hired, that curriculum content is reviewed and determined, and basic matters relating to the students carried out. In effect, Area Offices operate as school districts whereas the Central Office serves the role of a traditional state department of education.

How are policy and other administrative details coordinated between the Central Offices in Washington, D.C., and Albuquerque and the 12 Area Offices, and the schools?

Central Office relates to Area Offices, who in turn relate to Agencies and schools. Coordination is achieved through telephone calls, visits to Areas and vice versa, visits to the Central Office, written memoranda, conferences and workshops.

During the fiscal year 1975 and school year 1974-75, quarterly conferences involving Central Office and Area Office personnel were established. The purpose of the conferences is to improve coordination between Area and Central Offices as an instrument of program improvement. The annual report of the 1975 fiscal year will be available soon.

It should be noted that Area Offices and schools hold conferences and workshops throughout the year with special emphasis during the summer months. The purposes of the meetings relate to the program concerns. For instance, Muskogee Area has had a summer training program for 14 consecutive years. The Navajo Area conducts extensive language workshops during the summer months. In brief, there are numerous meetings held throughout the year all aimed at program improvement.

ACTUAL ENROLLMENT—AVERAGE DAILY ATTENDANCE

BOARDING SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS, FISCAL YEAR 1974

Area/State/school and post office address	Enrollment			Average daily attendance			Grades
	Total	Boarding	Day	Total	Boarding	Day	
Grand total	32,456	26,867	5,589	25,128.4	20,743.6	4,384.8	
Aberdeen	3,727	1,688	2,039	2,731.9	1,182.7	1,549.2	
North Dakota	932	481	451	634.1	310.6	323.5	
Standing Rock, Fort Yates, N. Dak.	599	148	451	396.1	72.6	323.5	K-12.
Wahpeton, Wahpeton, N. Dak.	333	333		238.0	238.0		1-8-S.
South Dakota	2,795	1,207	1,588	2,097.8	872.1	1,225.7	
Cheyenne-Eagle Butte, Eagle Butte, S. Dak.	1,101	263	838	842.8	190.1	652.7	K-12-S.
Flandreau, Flandreau, S. Dak.	663	663		488.4	488.4		9-12.
Oglala Community, Pine Ridge, S. Dak.	876	126	750	684.8	111.8	573.0	1-12.
Pierre, Pierre, S. Dak.	155	155		81.8	81.8		3-8.
Albuquerque	1,862	1,678	184	834.9	766.9	68.0	
New Mexico	1,862	1,678	184	834.9	766.9	68.0	
Albuquerque, Albuquerque, N. Mex.	432	432		276.6	276.6		7-12-S.
Institute of American Indian Arts, Santa Fe, N. Mex.	261	261		183.3	183.3		11-12-P.G.
Southwest Indian Polytechnic Institute, Albuquerque, N. Mex.	1,169	985	184	375.0	307.0	68.0	Vocational and technical
Anadarko	2,428	2,422	6	1,743.5	1,739.5	4.0	
Kansas	1,067	1,067		926.7	926.7		
Haskell Indian Junior College, Lawrence, Kans.	1,067	1,067		926.7	926.7		Junior college
Oklahoma	1,361	1,355	6	816.8	812.8	4.0	
New Concho, Concho, Okla.	330	330		200.7	200.7		1-8.
Chillico, Chillico, Okla.	390	390		149.0	149.0		9-12.
Fort Sill, Lawton, Okla.	276	270	6	191.4	187.4	4.0	9-12.
Riverside, Anadarko, Okla.	365	365		275.7	275.7		9-12.
Eastern	1,068	197	871	896.0	163.3	732.7	
Mississippi	1,068	197	871	896.0	163.3	732.7	
Bogue Chitto, Route 2, Philadelphia, Miss.	196	30	166	164.8	24.4	140.4	K-7

ACTUAL ENROLLMENT—AVERAGE DAILY ATTENDANCE
BOARDING SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS, FISCAL YEAR 1974—Continued

Area/State/school and post office address	Enrollment			Average daily attendance			Grades
	Total	Boarding	Day	Total	Boarding	Day	
Eastern—Continued							
Mississippi—Continued							
Conehatta, Conehatta, Miss.	194	27	167	164.5	18.8	145.7	K-8
Choctaw Central, Philadelphia Miss.	678	140	538	566.7	120.1	446.6	K-12
Juneau	664	664		523.4	523.4		
Alaska	664	664		523.4	523.4		
Mount Edgecumbe, Mount Edgecumbe, Alaska.	541	541		412.4	412.4		9-12
Wrangell Institute, Wrangell, Alaska.	123	123		111.0	111.0		S
Muskogee	618	618		459.0	459.0		
Oklahoma	618	618		459.0	459.0		
Seneca, Wyandotte, Okla.	211	211		166.0	166.0		1-8
Sequoyah, Tahlehuah, Okla.	407	407		293.0	293.0		9-12
Navajo	18,605	16,431	2,174	15,019.3	13,277.7	1,741.6	
Arizona	11,302	9,663	1,639	9,531.9	8,199.5	1,332.4	
Chinle, Chinle, Ariz.	712	712		513.9	513.9		K-5
Crystal, Navajo, N. Mex.	132	109	23	118.6	99.7	18.9	K-5
Dennehotac, Kaventa, Ariz.	253	186	67	226.0	173.0	53.0	K-5
Dilcon, Winslow, Ariz.	751	434	317	661.4	382.0	279.4	K-8
Greasewood, Ganado, Ariz.	578	450	128	491.4	387.6	103.8	K-8
Hunter's Point, St. Michaels, Ariz.	159	159		137.3	137.3		K-5
Kaibeto, Lower, Penalea, Ariz.	186	123	63	174.6	116.7	57.9	K-1
Kaibeto, Upper, Penalea, Ariz.	480	444	36	415.5	388.6	26.9	2-8-S
Kaventa, Kaventa, Ariz.	579	579		559.0	559.0		1-8-S
Kinichee, Ganado, Ariz.	354	229	25	215.4	192.8	22.6	K-8
Leupp, Winslow, Ariz.	483	450	33	453.9	422.3	31.6	K-8-S
Low Mountain, Chinle, Ariz.	190	49	141	158.9	40.1	118.8	K-4
Lukachukai, Lukachukai Ariz.	536	206	332	398.0	162.2	235.8	K-5
Many Farms Elementary, Many Farms, High, Chino, Ariz.	630	630		449.3	449.3		K-6
Many Farms, High, Chino, Ariz.	731	731		540.4	540.4		9-12
Tuba City High, Tuba City, Ariz.	313	313		253.9	253.9		9
Nazlini, Ganado, Ariz.	134	112	22	107.7	92.2	15.5	K-4
Pine Springs, Houck, Ariz.	62	45	17	55.7	40.9	14.8	K-2
Pinon, Pinon, Ariz.	331	198	133	280.4	176.8	103.5	K-3
Rocky Ridge, Yuba City, Ariz.	110	60	50	105.7	57.7	43.0	K-2
Seba Dalkai, Winslow, Ariz.	118	98	20	102.8	84.9	17.9	K-3
Shonto, Shonto, Ariz.	1,044	919	125	920.4	825.4	95.0	K-8
Teec nos pos, Teec nos pos, Ariz.	555	533	52	483.1	438.5	44.6	S
Towel, Ganado, Ariz.	656	636	20	538.2	517.4	15.8	K-8
Tuba City Elementary, Tuba City, Ariz.	1,089	1,089		980.0	980.0		K-8-S
Wide Ruins, Chambers, Ariz.	204	169	35	195.4	166.9	28.5	K-5
New Mexico	6,150	5,641	509	4,635.6	4,244.9	390.7	
Baca, Prewitt, N. Mex.	41	41		33.0	33.0		K-1
Canoncita, Laguna, N. Mex.	113	52	61	101.0	50.0	51.0	K-3
Chi Chil Tah, Gallup, N. Mex.	108	76	32	105.0	74.0	31.0	K-2
Chuska, Tohatchi, N. Mex.	549	549		402.5	402.5		K-8
Crownpoint, Crownpoint, N. Mex.	690	690		474.0	474.0		1-8-S
Djo'ay Azhi, Thoreau ex.	102	102		85.0	85.0		K-3
Dzilth-Na-O-Dilth-hie, Bloomfield, N. Mex.	415	293	122	304.0	226.0	78.0	K-8-S
Lake Valley, Crownpoint, N. Mex.	103	74	29	92.0	67.0	25.0	K-6
Mariano Lake, Gallup, N. Mex.	101	66	35	86.0	57.0	29.0	K-6
Menahnezad, Fruitland, N. Mex.	373	355	18	308.0	293.9	14.1	K-6-S
Pueblo Pintado, Cuba, N. Mex.	203	152	51	163.0	127.0	36.0	K-7
Sanostee, Shiprock, N. Mex.	499	420	79	403.3	333.4	69.9	K-6-S
Shiprock, Shiprock, N. Mex.	410	410		275.6	276.6		F-6
Standing Rock, Crownpoint, N. Mex.	35	34	1	34.0	33.0	1.0	K-2
Toadlena, Toadlena, N. Mex.	229	208	21	195.2	180.5	14.7	K-6-S
Tohatchi, Tohatchi, N. Mex.	370	370		300.0	300.0		K-7
Torreón, Cuba, N. Mex.	58	50	8	52.0	46.0	7.0	K-2
Whitethorse Lake, Cuba, N. Mex.	23	20	3	19.0	17.0	2.0	K-1
Wingate Elementary, Fort Wingate, N. Mex.	744	744		608.0	608.0		1-8-S
Wingate High, Fort Wingate, N. Mex.	984	935	49	595.0	563.0	32.0	9-12
Utah	1,153	1,127	26	851.8	863.3	18.5	
Aneth, Aneth, Utah	310	287	23	224.8	208.3	16.5	K-6-S
Intermountain, Brigham City, Utah	806	806		691.0	591.0		9-18-S
Navajo Mountain, Tuba City, Ariz.	37	34	3	36.0	34.0	2.0	K-1

ACTUAL ENROLLMENT--AVERAGE DAILY ATTENDANCE

BOARDING SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS, FISCAL YEAR 1974--Continued

Area/State/school and post office address	Enrollment			Average daily attendance			Grades
	Total	Boarding	Day	Total	Boarding	Day	
Phoenix.....	2,934	2,620	314	2,378.3	2,089.0	289.3	
Arizona.....	1,703	1,889	314	1,381.2	1,091.9	389.3	
Keams Canyon, Keams Canyon, Ariz.	251	200	61	238.4	189.1	49.3	K-10
Phoenix Indian, Phoenix, Ariz.	785	785	-----	572.0	572.0	-----	1-13
Santa Rosa, Galls, Ariz.	432	169	263	388.0	148.0	240.0	K-8
Theodore Roosevelt, Fort Apache, Ariz.	235	135	-----	182.8	182.8	-----	1-8
Nevada.....	517	517	-----	386.0	386.0	-----	
Stewart, Stewart, Nev.	517	517	-----	386.0	386.0	-----	6-12
California.....	714	714	-----	611.1	611.1	-----	
Sherman Indian High, Riverside, Calif.	714	714	-----	611.1	611.1	-----	9-12
Portland.....	550	549	1	542.1	542.1	0	
Oregon.....	550	549	1	542.1	542.1	0	
Chemawa, Chemawa, Oreg.	550	549	1	542.1	542.1	0	9-12

Note: Information for 1975 is not yet available.

DAY SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS, FISCAL YEAR 1974

Area agency, State school, and post office address	All ages		Grades
	Enrollment	Average daily attendance	
Grand total.....	17,068	14,29.6	
Aberdeen.....	5,252	4,185.9	
Cheyenne River, S. Dak.	350	280.8	
Bridger, Howes, S. Dak.	31	22.3	K-6-S
Cherry Creek, Cherry Creek, S. Dak.	150	109.9	K-9
Promise, Mobridge, S. Dak.	22	18.6	1-6
Red Scaffold, Faith, S. Dak.	53	49.0	K-8
Swiftbird, Gettysburg, S. Dak.	43	34.5	1-6
White Horse, White Horse, S. Dak.	51	46.5	1-8
Fort Berthold, N. Dak.	271	229.4	
Twin Buttes, Halliday, N. Dak.	88	71.3	K-8
White Shield, Roseglen, N. Dak.	163	168.1	K-12
Fort Totten, N. Dak., Fort Totten, N. Dak.	222	202.0	K-6
Pierre, S. Dak.	534	442.7	
Fort Thompson Community, Fort Thompson, S. Dak.	286	215.0	K-8
Lower Brule, Lower Brule, S. Dak.	248	226.7	K-12
Pine Ridge, S. Dak.	1,811	1,350.7	
Allen, Allen, S. Dak.	176	140.0	K-8
Little Wound, Kyle, S. Dak.	477	360.0	K-12
Loneman, Ogjala, S. Dak.	374	274.0	K-8
Manderson, Manderson, S. Dak.	287	193.2	K-8-S
Porcupine, Porcupine, S. Dak.	198	162.0	K-8
Wanblee, Wanblee, S. Dak.	299	221.5	K-12
Sisseton, S. Dak.	52	38.5	
Big Coulee, Plover, S. Dak.	36	24.6	K
Enemy Swim, Waubay, S. Dak.	16	13.9	4
Standing Rock, N. Dak.	216	166.2	-----
Bullhead, Bullhead, S. Dak.	94	77.1	K-8
Little Eagle, Little Eagle, S. Dak.	123	59.1	1-8
Turtle Mountain, N. Dak.	1,796	1,475.6	-----
Dunseith, Dunseith, N. Dak.	115	92.2	K-8-S
Turtle Mountain Community, Belcourt, N. Dak.	1,681	1,383.4	K-12-S
Albuquerque.....	1,903	1,683.7	
Northern Pueblos, N. Mex.	475	432.9	-----
San Ildefonso, Santa Fe, N. Mex.	30	26.9	1-6
San Juan, San Juan, N. Mex.	107	108.8	K-6
Santa Clara, Espanola, N. Mex.	116	110.0	K-6
Taos Pueblo, Taos, N. Mex.	198	170.5	K-6
Tesuque, Santa Fe, N. Mex.	17	16.7	1-4
Southern Pueblos, N. Mex.	1,428	1,250.8	-----
Acoma, San Fidel, N. Mex.	244	221.4	
Isleta Elementary, Isleta, N. Mex.	285	254.7	K-8
Jemez, Jemez Pueblos, N. Mex.	160	130.7	K-7
Laguna, Laguna, N. Mex.	458	278.9	K-8
San Felipe, Algodones, N. Mex.	227	197.1	K-6
Zia, San Ysidro, N. Mex.	73	66.0	K-7
Eastern.....	1,611	1,434.2	
Cherokee, N. C.	1,253	1,102.6	
Cherokee Central, Cherokee, N.C.	1,253	1,102.6	K-12
Choctaw, Miss.	315	292.7	
Chitimacha, Jeanerette, La.	66	62.2	K-8
Red River Carthage, Miss.	110	104.6	K-7

DAY SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS, FISCAL YEAR 1974—Continued

Area agency, State school, and post office address	All ages		
	Enrollment	Average daily attendance	Grades
Eastern—Continued			
Choctaw, Miss.—Continued			
Standing Pine, Rt. 2, Walnut Grove, Miss.	81	74.5	K-6
Tucker, Philadelphia, Miss.	58	51.4	K-5
Seminole, Fla.	43	38.9	
Ahfachkee, Box 40, Clewiston, Fla.	43	38.9	K-7
Juneau	5,202	4,616.3	
Alaska	5,202	4,616.3	
Akiachak, Akiachak, Alaska	92	87.6	1-8
Akiak, Akiak, Alaska	45	37.8	1-7
Alakanuk, Alakanuk, Alaska	150	132.1	1-8
Barrow, Barrow, Alaska	587	511.4	K-9
Barter Island, Barter Island, Alaska	46	31.2	1-8
Beaver, Beaver, Alaska	35	28.5	1-8
Brevig Mission, Brevig Mission, Alaska	47	41.8	1-8
Chevak, Chevok, Alaska	143	129.4	K-8
Chifornak, Chifornak, Alaska	53	49.0	1-8
Diomedea, Diomedea, Alaska	39	31.0	1-8
Eek, Eek, Alaska	53	50.6	1-8-S
Elim, Elim, Alaska	44	40.8	1-8
Emmonak, Emmonak, Alaska	175	160.6	K-8
Gambell, Gambell, Alaska	102	80.0	1-8
Golovin, Golovin, Alaska	26	25.0	1-8
Goodnews Bay, Goodnews Bay, Alaska	75	70.0	1-8
Grayling, Grayling, Alaska	47	43.9	1-8
Hooper Bay, Hooper Bay, Alaska	209	182.2	K-9
Kalskag, Kalskag, Alaska	41	37.1	1-8
Kasigluk, Kasigluk, Alaska	85	76.1	1-8
Kiana, Kiana, Alaska	99	82.0	1-9
Kipnuk, Kipnuk, Alaska	121	106.6	K-8
Klukwan, Klukwan, Alaska	22	16.3	1-8
Kotlik, Kotlik, Alaska	92	83.7	K-8
Kotzebue, Kotzebue, Alaska	749	603.0	K-12-S
Kwethluk, Kwethluk, Alaska	125	124.5	K-8
Kwigillingok, Kwigillingok, Alaska	64	56.8	1-3
Kwinhagak, Kwinhagak, Alaska	103	91.4	1-8
Lower Kalskag, Lower Kalskag, Alaska	55	49.2	1-7
Mekorvuk, Mekorvuk, Alaska	82	80.0	1-8-S
Mountain Village, Mountain Village, Alaska	172	166.1	K-8
Napakia, Napakia, Alaska	72	67.9	1-8
Napaskiak, Napaskiak, Alaska	70	67.4	1-8
Newtok, Newtok, Alaska	49	45.1	1-8
Nightmute, Toksook Bay, Alaska	40	32.2	1-8
Nunapitchuk, Nunapitchuk, Alaska	102	94.5	1-9
Oscarville, Napaskiak, Alaska	12	10.9	1-8
Pilot Station, Pilot Station, Alaska	83	74.8	1-8-S
St. Michael, St. Michael, Alaska	52	48.8	K-8
Savoonga, Savoonga, Alaska	116	102.6	1-9
Scammon Bay, Scammon Bay, Alaska	46	44.7	1-7
Shageluk, Shageluk, Alaska	38	36.1	1-8
Shaktolik, Shaktolik, Alaska	31	29.4	1-8
Sheldon Point, Sheldon Point, Alaska	52	47.1	1-8
Stebbins, Stebbins, Alaska	63	58.3	1-8
Tanunak, Tanunak, Alaska	90	85.8	K-8
Tetlin, Tetlin, Alaska	26	23.2	1-8
Toksook Bay, Toksook Bay, Alaska	69	75.5	1-8
Tuluksak, Tuluksak, Alaska	58	50.4	1-8
Tuntutuliak, Tuntutuliak, Alaska	65	62.0	1-8
Unalakleet, Unalakleet, Alaska	139	133.0	K-8
Venetie, Venetie, Alaska	20	14.1	1-8
Wainwright, Wainwright, Alaska	111	101.1	1-8
Navajo	1,255	995.1	
Regular Day Schools	1,181	835.1	
Arizona	693	541.1	
New Cottonwood, Chinla, Ariz.	362	264.1	K-5
Red Lake, Tonalea, Ariz.	201	157.0	K-5-8
Chilchinbeto, Kaventa, Ariz.	130	120.0	K-4
New Mexico	488	394.0	
Almo, Magdalena, N. Mex.	60	44.0	K-1
Beclabito, Shiprock, N. Mex.	62	56.5	1-5
Bread Springs, Gallup, N. Mex.	73	67.0	K-3
Cove, Shiprock, N. Mex.	139	111.8	K-6
Jones Ranch, Gallup, New Mex.	51	42.0	K-4
Red Rock, Shiprock, New Mex.	103	72.7	S
Trailer School	74	60.0	
Ojo Encino, Duba, N. Mex.	74	60.0	K-3
Phoenix	1,614.4	1,614.4	
Truxton Canyon, Ariz.	37	32.1	
Supai, Supai, Ariz.	37	32.1	1-4
Fort Apache, Ariz.	402	340.7	
Cibecue, Cibecue, Ariz.	293	240.5	K-8
John F. Kennedy, White River, Ariz.	109	100.2	K-6

62-740-70-7

DAY SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS, FISCAL YEAR 1974—Continued

Area agency, State school, and post office address	All ages		
	Enrollment	Average daily attendance	Grades
Phoenix—Continued			
Hopi, Ariz.	709	654.8	
Hopi, Oraibi, Ariz.	137	125.3	1-8
Hotevilla, Hotevilla, Ariz.	87	82.6	1-6
Moenkopi, Yuba City, Ariz.	65	57.0	K-5
Polacca, Polacca, Ariz.	161	154.0	K-6
Second Mesa, Second Mesa, Ariz.	259	234.9	K-6
Papago, Ariz.	132	122.2	
Kerwo, Box 6, Ajo, Ariz.	44	42.0	K-4
Santa Rosa Ranch, Sells, Ariz.	17	16.6	K-5
Yava Chin, Sells, Ariz.	71	64.6	
Pima, Ariz.	319	256.6	
Casa Blanca, Barchule, Ariz.	153	135.0	K-4
Gila Crossing, Laveen, Ariz.	166	111.6	K-5
Salt River, Ariz.	246	208.0	
Salt River, Scottsdale, Ariz.	246	208.0	K-6

Note: Information for 1975 is not yet available.

Question. 3A and B. Could you provide the following information about each of (1) the 77 Boarding Schools and (2) the 117 Day Schools and (3) the 19 Dormitories?

TEACHING STAFF—REGULAR COURSES

Area	Total	Area/Agency	A13 (career development)	Boarding schools		Day schools		Dormitories (total)
				Total	Teacher	Total	Teacher	
Aberdeen	691	95	(5)	307	154	276	157	22
Albuquerque	416	56	(27)	222	68	115	90	23
Anadarko	439	16	(5)	423	152			
Billings	30	30	(4)					
Eastern	201	13	(6)	87	46	101	71	
Juneau	424	69	(24)	125	37	230	177	
Minneapolis	25	25	(20)					
Muskogee	194	41	(29)	96	34			57
Navajo	3,611	238	(33)	3,076	745	12	39	172
Phoenix	595	67	(26)	415	148	11	74	7
Portland	163	56	(35)	107	40			
Sacramento	22	22	(21)					
Central office Washington	20	20						
Central office Albuquerque	75	45						
Total	6,876	793	(235)	4,858		951		274

1 Career development positions included in area/agency figure. Positions include higher education, adult education and adult vocational training.

Question 3A-B. Could you provide the following information about each of the 77 BIA boarding schools: Supplemental staff—special programs, including specific OE Title programs, vocational education staff; enrichment, such as bilingual and cultural, etc.

Please give the same information for the day schools.

Answer. Supplemental staff (OE Title, Vocational, etc.) Administrative, Teacher, Aide positions employed as of FY 1975.

Total number full and part time

Area:	
Aberdeen	424
Albuquerque	128
Billings	40
Eastern	128
Juneau	239
Navajo	810
Phoenix	190
Portland	35
Anadarko	44
Muskogee	23

Maintenance Personnel Boarding and Day Schools, Contract Schools, and Dormitories, those schools not listed are included under the title "Agencies" and cannot be broken out by school.

Full-time permanent employees—June 30, 1975

Anadarko:	
Chillico School	14
Haskell Indian Junior College	25
Fort Sill School	7
Riverside School	6
Concho School	8
Billings:	
Busby School (contract)	2
Fort Washakie (Wyoming school contract)	5
Juneau:	
Aklachak	1
Emmonak	0
Hooper Bay	1
Kasigluk	1
Kwethluk	1
Kwigillingok	1
Mekoryuk	2
Tetlin	1
Gambell	1
Kiana	1
Kotzebue	9
Unalakleet	2
Moun. Edgecumbe School	40
Wrangell School	6
Agencies ¹	26
Muskogee:	
Seneca School	4
Sequoyah	7
Carter Seminary (dormitory)	3
Eufaula (dormitory)	3
Jones Academy (dormitory)	5
Navajo:	
Intermountain School	26
Aneth	4
Cove	1
Nenabnezad	3
Sanostee	8
Tecnospos	10
Toadlena	5
Chilchinbeto	1
Dennehotso	3
Flagstaff	1
Upper Kaibeto	22
Kayenta	10
Leupp	6
Navajo Mountain	1
Red Lake	1
Richfield Dormitory	1
Rocky Ridge	0
Shonto	9
Tuba City High School	1
Bread Springs	1
Cheechilyeetho	1
Lake Valley	1
Mariano Lake	1
Lucino	1
Pueblo Pintado	3

¹ Barrow and Wainwright are not included as they have been turned over to the State of Alaska.

Full-time permanent employees—June 30, 1975—Continued

NAVAJO—Continued

Thoreau	8
Torreón	1
Wingate Elem. School	16
Wingate High School	1
Dziłth-Na-O-Dilth-hle	6
Canoncito	1
Magdalena Dormitory	1
Alamo	2
Cottonwood School	4
Low Mountain	0
Lukachukai	4
Many Farms Elem. School	0
Nazlini	1
Pinon	2
Rock Point	5
Many Farms High School	17
Agencies	229
Phoenix:	
Cibola	2
John F. Kennedy	2
Theodore Roosevelt School	2
Stewart	12
Santa Rosa School	1
Phoenix Indian School	12
Sherman Indian School	7
Hotevilla	1
Agencies	70
Aberdeen:	
Pierre Boarding School	1
Flandreau School	17
Mandaree	3
Twin Buttes	1
White Shield	2
Allen	1
Little Wound/Kyle	2
Little Eagle	1
Wahpeton School	14
Lower Brule School	1
Agencies	111
Albuquerque:	
Albuquerque Indian School	12
S.W. Indian Poly Inst.	2
Isleta	1
Laguna	4
San Ildefonso	1
San Juan	1
Santa Clara	4
Taos	1
Ignacio	7
Mescalero	4
Ramah Dormitory	1
IATA	21
Agencies	22

Question 3A-B. Could you provide the following information about each of the 77 BIA boarding schools. Total costs: operational costs (busing etc); instruction costs; salaries; cost of curriculum development; and cost per pupil.

Please give the same information for the day schools.

Answer. Providing operational costs in the requested format is difficult because Education does not receive financial reports on an individual installation or an Area basis. Financial reports have not been developed to meet the needs of the Education Program personnel at this time.

The final Financial Report on Status of Obligations for FY 1975 provides the following information.

COSTS FISCAL YEAR 1975

	Operations	Title programs except title I	Title I (holdover)	Title I, fiscal year 1975	Total
Day schools:					
Aberdeen	6,787,393	161,238	2,382,451	0	9,330,882
Albuquerque	2,797,686	201,705	787,958	0	3,787,349
Eastern	2,740,775	10,581	12,750	660,662	3,424,728
Juneau	5,823,758	17,316	237,283	763,486	6,841,843
Navajo	1,819,733	11,362	0	404,464	2,235,559
Phoenix	2,811,416	22,509	26,940	1,065,889	3,926,754
Total	22,785,561	424,711	3,447,382	2,894,461	29,547,115
Boarding schools:					
Aberdeen	5,924,824	15,885	1,058,962	0	6,999,672
Albuquerque	5,465,140	0	183,090	0	5,648,230
Anadarko	9,009,571	16,453	483,204	0	9,509,228
Eastern	1,757,593	0	23,053	325,602	2,106,248
Juneau	2,796,113	0	0	172,339	2,968,452
Muskogee	1,812,542	14,000	233,027	0	2,059,569
Navajo	43,658,952	56,661	77,618	6,167,447	49,960,678
Phoenix	7,161,515	0	0	913,226	8,074,741
Portland	2,259,006	1,166	22,589	83,051	2,365,812
Total	79,845,256	104,166	2,081,453	7,661,665	89,697,630
Dormitories:					
Aberdeen	692,067	0	240,999	0	933,066
Albuquerque	662,310	0	0	0	662,310
Billings	285,424	0	0	0	285,424
Muskogee	1,160,593	0	741	0	1,161,334
Navajo	2,519,014	0	0	15,170	2,534,184
Total	5,317,408	0	241,740	15,170	5,574,318
Bureau total	107,943,225	528,887	5,770,665	10,571,296	124,814,063

3B. Question. (Last part of question) . . . and also include information on travel by children to reach the schools, either by time or distance—such as, how many travel more than an hour? Give same information on dormitories if it is applicable.

Answer. The policy of the Bureau of Indian Affairs is that no elementary child shall be required to walk a distance greater than one mile to get to school and a high school student a distance greater than one and one-half miles. If students ride a bus to school the policy is that no elementary student shall be required to ride a bus longer than one hour and a high school student longer than one hour and one-half.

If the above criteria for walking or riding a bus cannot be met students may enroll in a dormitory. If boarding students are near enough to the dormitory to make it feasible to bus students to their homes for the week-end and if the roads are passable to school buses or carry-alls, students are enrolled as five-day boarding students. Otherwise, students are enrolled on a seven-day basis and are transported home during longer holiday periods.

3C. In relationship to drop-outs and other inquiries regarding BIA Education, it should be known that an Education Information System is being implemented. The total system is comprised of five subsystems of:

1. Student Enrollment System;
2. Curriculum;
3. Staff;
4. Facilities; and
5. Community.

The Student Enrollment System is in the process of being implemented and should be operational by the end of the 75-76 school year. It is anticipated that uses will be made of the Enrollment System before the first of January, 1976. The initial phase of implementation of the Curriculum subsystem is also being implemented. This first phase will provide a total scope, bureauwide, of BIA curriculum offerings. Ultimately, the Curriculum subsystem will provide basis information of BIA course offerings which may be subdivided into a number of factors.

It is anticipated that the information system of BIA Education will be vastly improved within the next five years and immediate improvements will be realized within the next few months.

FISCAL YEAR 1974 DROP-OUT RATE STATISTICAL INFORMATION IN BUREAU OPERATED SCHOOLS

Area	Total enrollment	Drop-outs
Aberdeen.....	8,979	759
Albuquerque.....	3,765	164
Anadarko.....	2,428	328
Eastern:		
Cherokee.....	1,253	60
Choctaw.....	1,383	33
Seminole.....	43	0
Juneau.....	5,866	253
Muskogee.....	618	88
Navajo.....	19,860	1,531
Phoenix.....	4,779	503
Portland.....	550	107
Total.....	49,524	3,826

3D. Question. What is the average pupil/teacher ratio for the BIA boarding schools? Day Schools?

Answer. There is no difference between day and boarding schools regarding pupil/teacher ratio. For the entire BIA, the pupil/teacher ratio is 22.5:1.

JOHNSON-O'MALLEY

1. Question. Your testimony before the Appropriations Subcommittee on March 17th indicated that more attention is being paid to oversight and auditing of JOM funding and that you are "tightening up" auditing of JOM. Please elaborate on how this is being done and from what offices (Central and/or Area).

Answer. The Office of Audit and Investigation Department of the Interior has completed audits of Public School Assistance Contracts for the following Area Offices: Aberdeen, Muskogee, Navajo, Phoenix, Sacramento, Juneau and Albuquerque.

Tentative schedules have been made for audits in Billings, Minneapolis, Portland and Southeast Areas this fiscal year.

Oversight of contracted programs is maintained by the local Indian Education Committee, the Tribal or State contractor, and the Area Education and Contracting Office staff.

2. Question. Explain how the JOM programs have been administered in the past with reference to your "needs" criteria for judging a school district's eligibility to receive JOM funding. Also, trace for the Committee how it is operating now under the new regulations promulgated last year.

Answer. The "need" criteria was used only in determining the level of operational support required by a school. This has not changed with the new regulations; however, further direction has been given by memorandum dated July 14, 1975, which will ensure the justification of the "need" of a school for funds.

Attached is a copy of that memorandum.

MEMORANDUM

JULY 14, 1975.

To: All Area Directors:

From: Commissioner of Indian Affairs.

Subject: Public School Assistance Contracts for Operational Expenditures.

25 C.F.R., Part 33, Financial Assistance to Meet the Special Educational Needs of Indian Children provided criteria for the funding of contracts which include operational expenditure funds for public schools.

It is the purpose of this memorandum to give emphasis to those criteria and to include some further direction. Please be assured that any contract which authorizes operational expenditure funds meet the following conditions:

1. Funds shall be used to meet educational standards established by the State.
2. State standards provided for in the State Plan.

3. Funds shall be used to meet extraordinary or exceptional circumstances.

4. School district establishes that it cannot satisfy the applicable minimum State standards in the absence of such funds.

5. That it has a reasonable tax effort with a mill levy in support of educational program at least equal to the State average.

6. That it has utilized all other sources of financial aid, including all forms of State aid, 874 payments, etc.

7. The State contribution per pupil must be at least equal to the State average.

8. That there exists at least 70% eligible Indian enrollment within the school district or within any particular school served.

9. Funds authorized shall supplement, and not supplant, State and local funds. Each contractor shall require that the use of these funds will not result in a decrease in State, local, or Federal funds which in the absence of funds (JOM) would be made available for Indian children.

10. In no instance shall these funds be used as payment for capital outlay or debt retirement expense.

In addition to the above ten (10) mentioned criteria, the following five (5) requirements shall be adhered to:

1. Each Area Office, in revising an application for basic support funds, must be assured that each local educational agency has made a good faith effort in computing state and local contributions without regard to contract funds.

2. A school district cannot budget or project a deficit by using contract funds.

3. Each school district should clearly identify, as a part of its application, what educational needs basic support funds will address.

4. Whether contract funds are used for supplemental or basic support expenditures, all funds must be outlined in a separate budget line-item to facilitate accountability.

5. Whenever a school or district receives funds that are justified by using estimated figures, the justification shall be re-evaluated at the end of the school year when the exact funding is known to determine what the true need was and to make the appropriate adjustments in funding.

MORRIS THOMPSON,
Commissioner of Indian Affairs.

3. Question. How do you determine in these particular States that the money goes for supplementary services for qualifying students, and not for general operating expenses? (It is understood that some States will still receive general operating expenses if grant need is shown.)

Answer. The contract lists the programs that have been approved by the Indian Education Committee and that are to be operative in each school.

It is the monitoring of the contract that ensures program integrity. Monitoring of contracted programs is the responsibility of Bureau Education and Contracting Office staffs in varying degrees from the Agency Office to Central Office.

Bureau monitoring activities include, but are not limited to, on-site visits, interviews with Indian Education Committees, reviewing monthly expenditure reports, and requiring a contractor monitoring schedule.

4. Question. In your March 17th testimony, you discussed shifting control for JOM to Indian Tribes and mentioned specifically that JOM funding has been undertaken completely in the Aberdeen Area (Nebraska, North and South Dakota) by the Tribes, and that New Mexico (Albuq.), Florida, Alaska, Utah and Wisconsin have taken over JOM contracting.

Explain how programs are operated in these States. For example, in your testimony you mentioned that the Anadarko Area Office in Oklahoma is contracting with three Indian parental committees for JOM and 3 school districts. How are the States mentioned in the above paragraph being handled? Do the Tribes handle contracting with the individual school districts? Other?

Answer. The contractor, whether a State or a Tribal organization, provides a mechanism through which funds flow for the implementation of approved programs. Some out-of-school approved programs are operated by the contractor or by a non-school entity, but the majority of the programs are operated by the school. The decision for program approval and operation is made by the Indian Education Committee.

5. *Question.* Regarding parental involvement under 93-638 please elaborate on how you mean to implement this section of the law. Will it be initiatives taken by BIA in soliciting such involvement and sign-off of plans by parents for JOM money? Will BIA press the public school districts to cooperate in such parent involvement in States where there is no such involvement now?

Answer. Parental involvement is an integral part of this present program and is reinforced by P.L. 93-638. The powers and duties of the Indian Education Committee will be quite extensive and will include a "sign-off" provision.

When a school district affected by a contract has a school board composed of a majority of Indians, that school board will serve in place of an Indian Education Committee.

The Bureau will not tolerate any exceptions to the authority of the Indian Education Committee and will insist on cooperation and compliance.

6. *Question.* Will auditing procedures for JOM contracts with Tribes differ from BIA contracts with school districts? If so, explain difference.

Answer. There will be no difference in the auditing procedures for contracts with Tribal organizations, States or school districts. This is in keeping with present auditing practices. As an example, recent audits were made of contracts with the State of California, Department of Education and the California Tribal Chairman's Association, Inc.

7. *Question.* In your opinion what have been the chief problems with the JOM program within the last five years? If there has been any improper use of JOM money by local school districts, what type of improprieties have occurred; and have these improprieties decreased or increased within the last several years?

Answer. The chief problems have been extreme differences of opinion in the intent of the programs, defining eligibility (both student and school), a philosophical difference on the part of the State to provide educational services to Indian children as opposed to the responsibility of the Federal government, i.e., operational expenses, and defining programs that benefit Indians only.

Spending for activities not provided by the contract and not properly accounting for unused funds are the most common examples of abuse. With more emphasis placed on monitoring and audits, these improprieties are decreasing.

INDIAN-CONTROLLED SCHOOL BOARDS

1. *Question.* List each Indian Controlled School Board and describe BIA's relationship with them. Also, describe the monitoring of funding.

Answer. BIA contracted schools are as follows:

Crow Creek, Ft. Thompson, S. Dak. Director (Vacant). Tribe: Sioux.

Mandaree, New Town, N. Dak. R. Lavrik, Director. Three affiliated tribes: Mandan, Hidatsa, Arikara.

St. Michael's, New Town, N. Dak. G. Dunbar, Superintendent. Three affiliated tribes.

Theodore Jamieson, Bismarck, N. Dak. United Tribes of North Dakota. Joan Stone Estes, Principal.

Hammon School Board, Hammon, Okla. John Ramsey, Director. Southern Cheyenne and Arapaho Tribes.

Busby School Board, Busby, Mont. Dr. William Heineke, Superintendent. Northern Cheyenne, Tribe.

Wind River, Ethete, Wyo. A. Redman, Superintendent. Shoshone Tribe.

Micosukee, Homestead, Fla. Cyril Maus, Principal. Micosukee, Tribe.

Borrogo Pass, Crown Point, N. Mex. Ms. Mary H. Cramer, Director, Navajo Ramah Navajo, Ramah, N. Mex. Larry Manuelito, Director. Navajo Tribe.

Rock Point Community School, Chinle, Ariz. Wayne Holm, Director. Navajo Tribe.

Rough Rock, Chinle, Ariz. Ethta Lou Yazzi, Principal. Navajo Tribe.

Blackwater, Sacaton, Ariz. Director, (vacant). Pima Tribe.

St. Francis, St. Francis, S. Dak. L. Bordeau, Director. Rosebud Sioux Tribe.

Ojibway Indian School, Belcourt, N. Dak. Sister Juditha, Director. Chippewa Tribe.

The BIA's relationship to Indian Controlled School Boards is on the basis of contracted agreements with the corporation. Contracts are negotiated on the basis of the corporation's guarantee of educational systems which will meet state standards in all areas of operation. Funds are monitored by agency, area, education and contracting staff, in accordance with contract and budget; costs reimbursable, reports are submitted on monthly basis.

2. Question. List addresses and names of persons directing the schools (Executive Director) and Indian tribes involved.

Answer. See answer to question one above.

3. Question. List total BIA and other money obligated to the Indian-controlled schools in FY 1975 and 1st anticipated in 1976.

Answer.

	Fiscal year 1975 allocation		Fiscal year 1976 tentative allocation	
	BIA	Other	BIA	Other
Crow Creek.....	359,400	NA	399,400	101,000
Mandaree.....	120,000	333,783	117,000	NA
St. Michael's.....	200,000	NA	210,336	91,088
Theodore Jamieson.....	135,093	NA	135,000	28,700
Lammon.....	30,000	170,000	30,000	65,000
Busby.....	959,900	335,573	1,093,800	245,100
Wind River.....	359,100	149,256	368,900	130,287
Micosukee.....	124,700	488,390	140,400	470,100
Borrego Pass.....	190,000	314,000	232,390	161,880
Ramah Navajo.....	777,000	312,000	1,839,000	250,000
Rock Point.....	54,713	465,500	618,035	520,000
Rough Rock.....	195,000	130,113	1,264,182	202,782
Black Water.....	62,000	22,586	75,000	25,460
St. Francis.....	255,000	NA	255,000	427,000
Ojibway.....	218,000	NA	217,986	234,709
Pierre.....			621,700	0

¹ Estimate.

Note: NA equals areas unable to secure information.

INDIAN-CONTROLLED SCHOOL BOARDS

4. What technical assistance has the Bureau of Indian Affairs provided to the Indian controlled school boards in FY 1975? Specifically, what did the Washington Central Office provide; the Albuquerque Central Office (Indian Education Resources Center); and each of the twelve Area Offices?

The Washington Central Office

The Washington Central Office has been instrumental in developing criteria for educational contracting between the Bureau of Indian Affairs and Tribal Contractors. These criteria deal with fiscal management, personnel qualifications and educational standards. Assistance has been provided, particularly in those contracts originally negotiated at the Central Office level.

Albuquerque Central Office (Indian Education Resource Center)

Technical assistance has been provided in the following areas:

School Facilities: Various areas of technical assistance were given to Ramah which included planning for the new school, preparing a design document describing the program of requirements, design review and selection of equipment. Assistance for Rough Rock was equipment selection relating to design of space layout. Assistance was given to Blackfeet Dormitory and Busby School, both in the Billings Area, in selection and purchase of equipment.

Audio Visual Services: Films were provided to Contract schools on Early Childhood Training and Bilingual Education. These films and others have been widely used by School Boards in Indian community meetings.

Evaluation, Research and Development: On site evaluations of the number of contract schools as requested by the Indian School Boards were conducted by the Indian Education Resources Center Staff. These included Micosukee Day School, Florida; Busby and Wyoming Indian Schools, Montana.

All evaluations were conducted in accordance with the contract agreements for annual evaluations to determine if the educational programs are meeting the goals and objectives of the schools.

Continuing Education: A series of School Board Training Programs was conducted at the Brigham City Center in 1975. This series was designed to familiarize Indian School Board members with procedures necessary to develop educational policy at the local community level. The curriculum included preparation

of budgets, personnel management, legislative activities on Federal and state levels and instruction theories.

Educational Assistance in Title Programs: Schools under Indian controlled school boards which received Educational Assistance are listed as follows:

Aberdeen: Pierre Indian School; St. Francis; Jibiwa; Crow Creek; United Tribes, and Mandaree.

Albuquerque: Ramah High School and Ramah Elementary School.

Anadarko.

Billings: Busby Indian School, Busby Follow Through, and Wyoming Indian High School.

Eastern: Miccosukee.

Juneau.

Muskogee.

Navajo: Rock Point; Rough Rock, and Borrego Pass.

Phoenix: Duckwater (private); St. John's Elementary (private), and St. John's High School (private).

Portland: Paschal Sherman and Coeur d'Alene.

Technical assistance was provided by the Albuquerque Central Office (Indian Education Resources Center) at the local and Area levels when on monitoring visits, including the interpretation of guidelines and regulations, management procedures, program planning, program planning, program content, evaluation and planning for future project development.

Technical assistance was provided at the Area level to the local levels in the above mentioned areas. In many instances, technical assistance to contract, tribally controlled and private schools has exceeded assistance provided to the Bureau schools.

Each of the Area offices having Title I projects has an Area Technical Assistance project. Many excellent workshops and meetings were conducted at the Area and local levels in which the requirements of Title I were discussed, as well as other pertinent information relative to Title I. All of the schools (Bureau, private, contract, and tribally controlled) are involved in these sessions. All of the schools are free to call upon the Albuquerque Central Office and the Area offices for technical assistance at any time.

The Indian Education Resources Center also conducts nationwide meetings and workshops which School Board members have the option of attending.

Area Office Assistance

Areas provided special assistance to Contract Schools in helping to carry out the terms of the contract and if necessary to furnish aid in the resolution of problems which arise. Each area serves as a resource center for support of local education programs in contract schools on a request basis from the Indian controlled school boards.

5. Under Public Law 93-638, there will be opportunity for the Tribes to assume control of BIA Boarding and other schools. What has developed so far to bring this into effect and what are your plans?

Last year, as a part of the Interior Department's Management by Objectives program, the BIA developed and carried out the following objectives:

By the end of FY 1975, in at least one-fourth (50) of the Bureau schools, by official action of a tribal or Alaskan Village Government, a choice of the management system will be made by those served by the school.

In conjunction with the objective, a complete process of information, development leading to an informed decision by tribal governments was developed. The program was translated into seven filmstrips with accompanying audio tapes and these were used extensively throughout BIA.

A monitoring process was developed for the project and to date five reports have been issued. Research and Evaluation Report No. 29.05 is currently in draft form and will be issued in early September. Report No. 29.05 provides a summary of the project for the 75 fiscal year. Seventy-nine (79) schools participated. Three schools elected to join the public school system of the State of Alaska and one off-reservation boarding school was contracted to tribes. It should also be noted that two contracts to Indian research firms have been let in order to provide an external evaluation of the project.

This project developed a systematic process of examination leading to tribal governments assuming complete control of Federal schools. The decision has been made to continue the project for the 76 fiscal year. In conjunction with this

decision, efforts are currently under way to plan for the year and to carry out the objective with another set of schools.

In addition to this project, there are the numerous general responses to tribes that were in process previous to the Presidential Objectives. Though not as systematic as the Presidential Objective, Area Offices have and continue to have relationships to tribal governments that culminate in turning over education activities to the control of tribes. There has been great progress in the public school assistance program and in the Higher Education Scholarship Program in contracting to tribes to administer or control programs. In all, the total number of contracts in Higher Education and public school assistance has been dramatic.

In summary, the Bureau will continue with the Management Objective which provides a structured process aimed at turning Federal programs over to tribes and with the less structured, but equally effective process of contracting to tribes in control of education.

USOE SET-ASIDE FUNDS

1. Give a listing of all USOE programs for which you have received set-asides, of the amounts received for each for FY 1974, 1975, and for estimated FY 1976. Also please give the total amounts for all the set-asides for each of these years. The information given is for specified moneys.

	Fiscal year—		
	1974	1975	1976
ESEA:			
Title I.....	\$16,628,398	\$17,237,233	\$16,567,233
Title II.....	127,563	304,921	
Title III.....	252,152	306,424	264,004
Title VI.....	241,161	970,950	
Title VII.....	27,244	1,056,035	1,031,113
NDEA: Title III.....		25,000	

1 Carry-over moneys.

2. How has this set-aside money been used by BIA? If you wish to use examples, take the State of Alaska, Washington and Arizona to illustrate how monies are spent. Use fiscal year 1975 or projected 1976.

The Indian Education Resources Center is recognized by the U.S. Office of Education as having the same status, duties, and responsibilities as those attached to any State Education Agency of the 50 states. Thus the U.S. Office of Education works with only one office when it has contact with the Bureau of Indian Affairs. The IERC in turn works with the Area offices relative to the various Title.

The Title programs were first provided in the Elementary and Secondary Education Act of 1965. The BIA participates in the following Title programs:

Title I—which provides supplementary services to educationally deprived children with efforts being concentrated in the basic areas of Language, Reading, and Math. (Private schools, contract schools and tribally controlled schools participate in Title I.)

Title II—which provides supplementary books and media materials.

Title III—which provides opportunities for pilot projects which are creative and innovative, that will lead to the improvement of instruction.

Title IV—provides supplementary services to those students having handicaps which prevent them from functioning in a normal classroom. This area is commonly referred to as Special Education.

Title VII—provides for supplementary services in the area of Bilingual Education.

NDEA III—provides supplementary—hardware and equipment in order to improve academic instruction.

The State Plan and/or Memorandum of Understanding mutually agreed to by the Commissioner of the Bureau of Indian Affairs and the Office of Education is the basic legal document for the implementation and administration of the Title programs.

The IERC is responsible for and performs the following duties relative to the various Title programs:

1. *Profit Review and Approval.*—The IERC receives, reviews and approves all projects.
 2. *Funding.*—Receives funds from the U.S. Office of Education and allocates these funds for expenditure on the basis of approved projects.
 3. *Monitoring.*—Provides for and/or carries out monitoring of the approved projects.
 4. *Training.*—Provides for training at the Central Office and Area levels relative to the various Titles.
 5. *Development of Projects.*—Provides technical assistance in the development of projects.
 6. *Evaluation.*—Provides technical assistance in the area of evaluation of approved projects and responsible for annual evaluation reports.
 3. How do the Central Offices in Washington and Albuquerque, as well as the 12 Area Offices monitor the use of these monies?
- Ten (10) Area offices have schools receiving ESEA funds. The Sacramento and Minneapolis Areas do not have schools receiving ESEA funds.
- Methods of monitoring the use of USOE Title I funds:

1. Final approval of all Title I projects operating within the BIA must be given at the Central Office, IERC, Title I Section level. However, prior to being submitted for final approval each project is planned, written and must have the Area office concurrence prior to being submitted to Central Office for final approval.

2. During the school year of the project, each project is monitored by the Area Title I Coordinator to insure compliance relative to program and financial matters. In turn each Area office, Title I Section (10 Area Technical Assistance Projects) is monitored by the Central Office, Title I with visits to selected sites within the Area to insure compliance. (Attached are examples of on-site checklist used by Area and Central Office staff relative to monitoring.)

3. During each fiscal year a limited number of Title I projects are submitted to the United States Department of the Interior, Office of Audit and Investigation to audit. These audits include examination of all financial transactions and an evaluation of compliance with the law and regulations of P.L. 93-380. During 1975-76, the Office of Audit and Investigation will have audited approximately 160 Title I projects.

4. All the financial transactions originating from each Title I site is financially monitored by an Agency, Area and Central Office staff by the use of printouts from the Administrative Services Center to determine proper expenditures of Title I funds.

Title II Monitoring

Selected Title II projects are monitored by the Central Office. All Title II projects are monitored by the respective Area offices. Throughout the year, liaison and consultations with the Bureau of Libraries is maintained, including attendance at National meetings relating to Title II.

Title III Monitoring

From mid-November through mid-March, Title III projects are monitored by at least one member of the Title III Advisory Board and quite often by more than one, and the Education Specialist in the Central Office for Title III. The Title III Advisory Board reviews the monitoring procedure. Throughout the year, liaison and consultation, including national meetings and workshops is conducted with the Division of Supplementary Centers and Services in the U.S. Office of Education.

Under Title VII, all monies administered by the U.S. Office of Education are transferred to the Bureau of Indian Affairs under a memorandum of agreement. The Bureau then issues an "advice of allotment" to the approved project. The major financial and program control is conducted by the U.S. Office of Education. Two written reports a year relative to program and expenditures are required to be sent to the U.S. Office of Education. Copies are also sent to the Bureau of Indian Affairs. In the event there is a need for fiscal or program assistance the Bureau Title VII coordinator provides technical assistance in cooperation with the U.S. Office of Education.

Attachments

On-site monitoring checklist for area technical assistance project Title I-ESEA, Bureau of Indian Affairs, 2d revision, November 6, 1973.

On-site monitoring checklist, Title I-ESEA, Bureau of Indian Affairs, September 24, 1974.

EDUCATION OF THE HANDICAPPED

1. Question. How many handicapped children attend BIA funded schools?

Answer. A survey of children enrolled in BIA schools in 1972 estimated that a total of 19,456 students were in need of special education, but that only 3,715 were receiving it. These totals were compiled by Steve Anderson of the Phoenix Area Office on behalf of the Central Office, using area reports brought to the June, 1972, special education workshop at the National Indian Training Center. Areas compiling the reports used USOE criteria and definitions for the areas of exceptionality. Due to limited resources, informal assessment procedures were used to a great extent. The survey showed that special education was being provided in the following categories of exceptionality:

	Students—	
	Receiving services	Not served
Hard of hearing.....	467	856
Crippled or orthopedically impaired.....	20	564
Trainable mentally retarded.....	83	313
Gifted.....	90	417
Language disorders.....	177	408
Deaf.....	25	59
Other health impaired.....	32	27
visually impaired.....	464	1,624
Educable mentally retarded.....	1,105	1,405
Emotionally disturbed.....	310	2,880
Slow learner.....	234	2,063
Speech impaired.....	259	1,241
Learning disabled.....	449	3,467
Socially maladjusted.....		417
Total.....	3,715	15,741

Additional Comments.—The use of USOE categorical definitions does not necessarily reflect an accurate picture of handicapping conditions for Indian students. This is particularly true of Indian children who would appear to be marginally handicapped by standardized testing procedures. The seriously handicapped children will fit more closely to the normative data obtained from standardized measures.

2. Question. What steps are being taken to identify handicapped Indian children?

Answer. To date, identification has been within the province of Area or local school programs. The Bureau of Indian Affairs under the compliance requirements of EHA-B is developing the policies and procedures for a "Child Find" program which is directed toward identifying all handicapped Indian children who are: (1) school age, but receiving no education services; (2) of pre-school age and are not receiving special services; and (3) who are school age and not receiving adequate special services.

3. Question. Please describe the procedural guarantees of handicapped children and their parents in decisions regarding identification, evaluation and educational placement of handicapped children.

Answer. Following are the procedures adopted by this SEA for insuring that handicapped children and their parents are guaranteed procedural safeguards in decisions regarding identification, evaluation, and educational placement of handicapped children.

1. **Due Process Guarantees.**—The following due process procedures have been adopted by this SEA to comply with Section 613 (a) (A) (i)—(iv) of EHA-B, as amended by P.L. 93-380.

2. **Parental Permission for Testing.**—When there is reason to believe that a school age child is in need of special education services, and such a child becomes the subject of specialized individual evaluation procedures not typically provided all children, then advanced written permission for such procedures to be used should be obtained from the parents. The letter requesting permission for such testing should contain the following:

(a) The reasons the evaluation has been requested, and the name of the person who initiated the process.

(b) A statement of the right to refuse to permit the evaluation, with the understanding that the LEA can request a hearing to present its reasons and try to obtain approval to conduct the evaluation.

(c) A statement of the right to review all relevant records and to be fully informed of the results of the evaluation.

(d) A declaration that the child's education status will not be changed without the knowledge and written approval of the parent, or until the notice and the due process procedures have been exhausted.

3. Parents Refusal.—If the parents refuse to give permission, the LEA should attempt to seek resolution through an individual conference (s). If permission for evaluation is not granted by parents as a result of the conference (s) the BIA will either accept the decision or appeal to a SEA hearing officer. On appeal, a full adversarial hearing will be held. In such a hearing, the requesting agency must demonstrate that the continued placement of the child is so dangerous to his/her health or safety or so disruptive to other children's programs that evaluation is a justified first step to special program placement to meet the educational needs of the child.

4. Parents Failure to Respond.—If, after a reasonable time, a parent fails to respond to the LEA's repeated attempts by means in addition to regular mail (e.g., telephone, home visit) to obtain consent for evaluation, then the LEA should proceed with the evaluation of special needs.

A. Prior Notice.—Whenever a significant or major change is proposed in a child's educational program, or when a parent's request for a different placement for the child is denied, the LEA must notify the parent of the proposed action. The written notice should:

1. Describe the proposed or requested action and the reasons why such action is deemed appropriate or inappropriate for the child.

2. State that school files, records, and reports pertaining to the child will be available for inspection.

3. If a parent, guardian or a child who has reached the age of majority objects to the proposed actions regarding evaluation, program placement or program recommendation, a request for a hearing may be made. The following procedures will be followed:

(a) A written request for a hearing will have to be made by the party (ies) objecting to the recommendations stating the nature of the objection.

(b) A hearing officer will be designated to conduct the hearing in an impartial manner.

(c) Any records or data used in forming the recommendation will be made available to the parent or guardian in point, upon request, prior to the time of the hearing.

(d) A hearing will be scheduled no later than 15 days following the request for such.

(e) The parent, guardian, or child who has reached the age of majority may have a qualified representative at the hearing at their cost if they so desire.

4. If it is desired the parent, guardian or child who has reached the age of majority upon prior notice of a proposed change in a child's educational program, may obtain an independent evaluation at public expense. They will be provided with the name and location of such services at no cost by the agency proposing the change. Adequate time will be allowed for an independent evaluation, if desired, before scheduling a formal hearing.

5. When the proposed or requested action involves placement or denial of placement, describe any alternative educational placements which are more similar to regular class settings than is the proposed placement, and give the reasons why such alternative placements are not appropriate for the child.

6. Inform the parent of the right to appeal the decision.

B. Due Process Hearing.—The right to a due process hearing is guaranteed every parent, and upon written request for a hearing, the LEA will initiate due process procedures. The following are recommended:

1. **Prerequisites to a hearing:**

(a) Prior notice procedures as described in Section A-3, preceding, will be provided to the parents.

(b) Within 30 days of receipt of the written request, the impartial hearing officer will provide to the parents and to the official of the LEA notification

as to the time and place of the hearing, which should be initiated within 45 days of the request, and will be a time and place reasonably convenient for the parents.

(c) An impartial trained hearing officer shall be appointed to preside at the hearing. The child will remain in his/her current program until the results of the hearing are known.

2. *Procedures at the hearing.*—The due process hearing should be conducted in accordance with the following procedures:

(a) The impartial hearing officer will conduct the hearing proceedings in a fair and impartial manner.

(b) The parents and the LEA may have representatives, including, but not limited to, legal counsel or other professional persons, attended the hearing.

(c) The parents and the LEA, or their respective representatives will have the right to present evidence.

(d) The parents and the LEA, and their respective representatives will have an opportunity to question all presentors at the hearing.

(e) If the child is over the age of majority, he or she will have the right to attend the hearing.

(f) If the child has not reached the age of majority, the parents have the right to determine whether he/ should attend the hearing.

(g) A record of the hearing should be made.

(h) At all stages of the due process procedures, as needed, interpreters for the deaf and/or interpreters fluent in the primary language of the home should be provided.

(i) Hearings will be conducted in closed sessions unless a public hearing is requested by the parents.

(j) The burden of proof as to educational placement of the child will rest with the LEA.

3. *Decision of the hearing officer.*—The hearing officer's decision should be issued in accordance with the following requirements:

(a) Such decision will be in writing and should be sent by certified mail within 15 days after the hearing to the parents, to the LEA, and to their respective representatives.

(b) The decision of the hearing officer will include findings of fact, conclusions, and reasons for these findings and conclusions. If the decision is to disapprove a proposed education program, it will include a statement as to what is an adequate and appropriate educational program for the child. If the decision is to approve a proposed educational program it should include a finding that a less restrictive program could not adequately and appropriately serve the child's educational needs.

(c) The decision of the hearing officer should be based solely on the information and findings presented at the hearing.

(d) A summary of the proceedings at the hearing will be made, into which will be included any materials or statements specifically requested by any of the parties to appear in the record, and such summary will be made available to the parties to the hearing.

(e) The decision of the impartial hearing officer is binding upon the parents and upon the local education agency, its officer, employees, and agents, subject to procedures for administrative or judicial appeal (parent appeal).

4. *Surrogate Parents.*—In order to provide every child eligible a public education with the protection of procedural due process, even under circumstances where a child's parent or guardians are not known, are unavailable, or the child is a ward of the State, each child shall be assigned a parent surrogate according to the following procedures:

(a) *Recruitment.* The area BIA offices in cooperation with the local unit of State Division of Family Services shall maintain a registry of eligible persons who can serve as surrogate parents.

(b) *Qualifications of Surrogates.* Persons elected as surrogates should (1) have no vested interest that would conflict with their primary allegiance to the child they would represent; (2) be committed to acquaint themselves, personally and thoroughly, with the child and the child's educational needs; and (3) to the extent possible be of the same racial, cultural, and linguistic background of the children they represent, and (4) be familiar with the BIA and local educational system.

(c) *Accessibility to children.* Persons to serve as surrogates should be selected from the same region or district in which the child resides.

(d) *Procedures for Assigning Surrogates.* Assignment of a surrogate to a particular child shall be made within 15 days of the child's eligibility determination according to the following procedures:

(1) Any person whose work involves education or treatment of children who knows of a child possibly needing special education services and knows that the parents or guardians are not known, unavailable, or that the child is a ward of the State should file a request for assignment of a surrogate to the child with the child's IEA.

(2) In an effort to determine whether or not the parents or guardians are in fact unknown, unavailable, or that the child is a ward of the state, the LEA will send a notice of the need for a surrogate to the adult in charge of the child's place of residence and to the parents or guardians at their last known address.

(3) The LEA will confer with the local unit of the State Division of Family Services or similar agency in determining whether or not the parents or guardians are unknown, unavailable, or the child is a ward of the State. This determination will be completed within a reasonable time. If it is determined that there is a need for a surrogate, such assignment will be completed within 15 days.

C. Procedural Safeguards—A Least Restrictive Alternative.—Following are the procedures to insure that to the maximum extent appropriate, handicapped children, including children in public or private institutions or other treatment facilities, are educated with children who are not handicapped, and that special classes, separate schooling, or other removal of handicapped children from the regular education environment occurs only when the nature or severity of the handicap is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.

Statement of Philosophy.—The BIA maintains the overarching philosophy of providing an appropriate education for each handicapped Indian child. To the extent possible by the circumstance in each case it will insure that such a goal is met by requiring a specified program of instruction. It will emphasize the provision of said instruction of handicapped children within the context of the regular classroom where possible and where not possible, written justification must precede the partial or full-time removal of a child from that context for instruction. Such justification should include projected timeliness for the return of the child to the regular program of instruction.

4. *Question.* How are monies under ESEA, Title VI-B, Title I, and Title III utilized to provide special education and related services for handicapped children?

Answer. Title VI-B funds are dispersed through a grant proposal process. Area offices and/or individual BIA schools submit a grant proposal document responsive to Title VI-B requirements for review and approval or disapproval. The review process is conducted by a Title VI committee. Based on the committee's review judgments, projects are awarded funding for the programs proposal. Because of the limited funds under Title VI-B, \$240,000-74, \$970,000-75 and \$360,000-76 (projected), and because the funds are not to be used for multiple year funding, the proposals are submitted in open competition for funds.

As part of the funding procedures, the central office retains the responsibility for monitoring of Title VI-B projects and for the provision of technical assistance. For these activities, the Central Office establishes an administrative budget from Title VI-B.

5. *Question.* What is the amount of the total special education budget within BIA?

Answer. At the present time general funds which are encumbered from general education funds are in the form of in-kind contributions (facilities equipment). Until a congressional allocation to allow such general funding on a continuing basis, the maintaining of special education cannot be carried out. The Title monies for special education do not provide for maintaining special education as a part of the general curricula.

6. *Question.* Please describe the activities, locations and resource commitments of the BIA regarding services and programs for Native American talented and gifted students.

Answer. Three years ago the Bureau operated three special programs for gifted Indian children at three separate schools on the Navajo Reservation. These were

largely generated by the individual teachers and funded with Title I funds. Since the Bureau was informed that this was a misapplication of Title I funds, these programs were discontinued and there are none at this time.

The Division of Continuing Education has been in constant contact with the USOE Office of Gifted and Talented in an effort to obtain support for its efforts in this area of endeavor. Unfortunately, USOE has had no program funds with which to provide support of a financial nature.

The Division of Continuing Education has had representation at USOE sponsored conferences on education for the gifted and talented.

One problem that constantly reoccurs is the omission of the BIA from the terminology of proposed legislation on this subject. A recent example of this was H.R. 5013, "Title VIII Gifted and Talented Educational Assistance," a bill submitted by Mr. Heistoski on March 17, 1975. We have asked that the bill be amended to include the BIA.

The Division of Continuing Education has also responded to the USOE proposed rules published in the Federal Register of July 22, 1975, requesting that the BIA be granted quasi Statehood status relative to the administration of the program for the Education of the Gifted and Talented.

If the BIA should be successful in its quest for categorical funding for special education, most certainly a line item should be included for service to the gifted and talented.

VOCATIONAL EDUCATION

1. Send any explanation you have on BIA's vocational education programs relating to BIA secondary schools.

The BIA has never been included in USOE funding for vocational education for secondary schools. Consequently there have been no funds available for the BIA Central Office to promote vocational education programs since all program funds are allotted to the Areas under the Bureau's Self-determination Program. However, minimal vocational education programming is in operation at some BIA secondary schools.

2. What is BIA's relationship with the States relating to vocational education. Is there any communication between BIA and the States for joint operation of vocational schools (using Vocational Education Act and BIA funding)? Is there communication with the Bureau of Occupational and Adult Education within the Office of Education in Washington to receive technical assistance in working through the States to receive such OE monies for vocational training?

Inasmuch as the Bureau of Indian Affairs has so far been excluded by omission from the terminology of the Vocational Education Acts of 1963 and 1968, there has been no joint operation of vocational schools.

In addition, there has been no joint relationship between the BIA and the Department of Labor programs under the Comprehensive Employment and Training Act (CETA).

The Bureau is working to change this situation of exclusion and will continue to work to be included through amendments to the law or at least reach a written agreement of cooperation between the various programs dealing with vocational education.

HIGHER EDUCATION ASSISTANCE PROGRAM

1. Question. What problems does the BIA perceive in the administration of the Higher Education Assistance Program? Are late awards to students a problem in recent years?

Answer. Limited funding in terms of a "no increase" BIA budget will definitely cause problems in adequately funding students. College costs are predicted to rise 5-8 percent in school year 1975-76. Field scholarship officers will face the chances of reduced funding or funding fewer applicants. (A substantial waiting list has been carried over from last year.)

Lack of clarity on proposed regulations governing packaging BIA grants with the U.S. Office of Education funding programs. The proposed regulations are still in the proposed stages and no immediate publishing of final regulations appears to be in the offing. Financial aid officers are free to interpret the proposed regulations as they wish in the absence of final regulations with some continuing practices which are detrimental to the welfare of Native American students. The SEOG program offers a maximum of \$1,500 per year per student for those who qualify.

Lack of Indian Counselors.—The lack of Indian counselors at the college level continues to be a major problem in assisting Native American students in their higher education plans. Only a few of such positions are at the college level and some of these are being curtailed due to budgetary limitations.

Yes, students applying late are often deprived of financial assistance available from the institution or given less desirable types of aid, such as loans. This results in the Bureau having to pay a greater share of financial aid packages. One of the reasons for late awards is the lack of information about financial programs; particularly new programs, such as BEOG and SEOG; the availability of forms and assistance to complete the forms necessary to take advantage of the programs.

2. **Question.** How many BIA personnel were involved in administering this program in Fiscal Year 1975 in the Washington Central Office; Albuquerque Central Office; and, each of the 12 Area Offices?

Answer:

Washington Central Office	0
Albuquerque Central Office	1
Area Offices	135

¹ Includes tribal contract personnel and some part-time employees.

3. **Question.** What BIA internal or contracted studies or evaluations have been done in the last ten years concerning the BIA higher education component? (List title, author, date and publisher.)

Answer. The American Indian High School Dropout, Northwest Regional Educational Laboratory, September 1968.

The American Indian High School Dropout in the Southwest, by Charles S. Owens and Willard P. Bass, January 1969, Southwestern Cooperative Educational Laboratory Inc.

The American Indian High School Graduate in the Southwest, by Willard P. Bass, Southwestern Cooperative Educational Laboratory, Inc., July 1969.

Higher Education Evaluation, Student Characteristics and Opinions, Bureau of Indian Affairs, Division of Evaluation and Program Review. Dr. Thomas R. Hopkins and Dr. Eugene Leitka, June 1973.

Higher Education Evaluation, Analysis and Comparison of Evaluative Data (Companion documents to Higher Education Evaluation, Student Characteristics and Opinions), Bureau of Indian Affairs, Division of Program Review and Evaluation, Marie Munson, December 1973.

The American Indian Graduate, After High School, What? by Alphonse D. Seilinger, and Edward C. Johnson, Northwest Regional Educational Laboratory, November 1968.

Statistics Sheet showing program graduates; dropouts; total number assisted and annual budgets from 1965-75, Bureau of Indian Affairs, Division of Continuing Education, 1975.

NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION

Do you think the National Advisory Council on Indian Education should be allowed to exercise the function of evaluating programs administered not only by the Office of Indian Education, but to add, as well, oversight responsibilities for evaluating education programs for Indians administered by the Office of Education as well as the Bureau of Indian Affairs?

The Bureau of Indian Affairs deals directly with legally constituted Indian Tribal Governments throughout the United States. When Tribal Evaluation of Education is called for, it is related to the respective Tribal Governments. Therefore, the local Tribal Governments which represent the Tribes to which the BIA must relate, are the groups who exercise the evaluation function.

The Bureau of Indian Affairs has experimented with a National Advisory Committee on Education and found that there were continuous conflicts with local Tribes. When the National Advisory Group was dropped, the conflicts ended. To recognize a National Group in Education would again establish a continuous set of conflicts between National and local Indians. Educationally, there is sound reason for localizing Indian responsibility as the American Education System is by law assigned to States and, ultimately, communities. Establishing a national body in effect is contrary to the American Education System and, regarding BIA Education, does not work to the benefit of the Indian child.

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION,
Washington, D.C., October 22, 1975.

Mr. MORRIS THOMPSON,
Commissioner, Bureau of Indian Affairs, U.S. Department of Interior,
Washington, D.C.

DEAR MR. THOMPSON: Thank you very much for sending us your responses to our joint letter of July 31, 1975, concerning the administration of Indian education programs by the Bureau of Indian Affairs. After reviewing your responses, we have decided that we would like you to provide further information concerning the administration of those programs.

We would be interested in answers to the following questions which are numbered to accord with the original questions we sent to you in our letter of July 31st.

GENERAL QUESTIONS

(1) We notice that in response to our first question you stated that there are 20 positions in the central office in Washington and 45 in the central office in Albuquerque. Could you delineate more clearly than you have in your answer so far, the respective responsibilities of the people in the Washington central office and those in the Albuquerque central office? Could you also explain how \$3,839,400 was expended through the Washington central office, and \$1,777,654 through the Albuquerque central office (data from your response to question #2)? What type of expenditures were these? Were they contracts or grants? And if so, under what authorities and for what purposes?

In response to our question subsection (c) of #1, you provided data showing the number of BIA personnel in non-education positions but paid with education funds, but you did not explain why these individuals were paid from education funds. Could you please provide a response to us for each one of the individuals?

(3) In response to our question #3, you provided us with a list of evaluations of BIA programs. Could you please send us copies of the following evaluations which you have listed: (a) An Analysis of Academic Achievement of Indian High School Students in Federal and Public High Schools; (b) A Teacher Mobility and Retention Study; (c) Results of the Test of Proficiency in English as a Second Language in Grades 4, 5, and 6 of BIA Schools, School Year 1971-72; (d) An Evaluation of the Johnson O'Malley Program; (e) A Public School Survey of Construction Aid Needs Related to the Education of Reservation Indian Children; and (f) Teacher Characteristics and Turn-over Survey.

(4) In response to our question #4, regarding needs assessment, you provided us with copies of a 1972 BIA publication on needs assessment. Could you please supply us with the latest information from BIA on needs assessment? In particular where is it being carried out, and give us an example of the program explained in detail.

You state that "BIA policy for many, many years has been to base instruction on individual needs of the child." Could you send us material which would help us understand how this policy is carried out within the BIA schools?

(5) In response to our question #5 concerning BIA policy on the definition of "Indian", you gave us a detailed history of Federal practice dealing with the definition of "Indian". Is it our understanding from your response that you limit participation in BIA funded programs for education to children who have one-fourth Indian blood from Indians who are members of groups "towards which the Federal Government has assumed special responsibilities", that is Indians from tribes which are federally recognized?

BIA-OPERATED BOARDING AND DAY SCHOOLS

(1) In response to our question concerning BIA policy on boarding schools, you stated that "the off-reservation boarding school enrolls adolescent youth who have special persons", social, educational, or family needs". You also stated that boarding schools operated on reservations will continue to do so until all-weather roads are available. Could you please us with the number of on-reservation boarding schools you are operating for fiscal year 1976 as compared to fiscal year 1973 and the number of off-reservation boarding schools you are operating for fiscal year 1976 as compared to fiscal year 1973?

(3) (a)-(b) In response to our question regarding supplemental staff in BIA boarding schools, you provided us with the total number of such staff in each school. Could you please provide us with a breakdown of how many of these staff in each school deal with Office of Education title programs, vocational education, compensatory education, bilingual and bicultural education, and administration?

In response to the same question concerning the costs of operating boarding schools, you provided us with total aggregate costs. Could you provide us with a breakdown of these total aggregate costs by (a) instructional costs, (b) administrative salaries, (c) curriculum development, (d) maintenance costs, and (e) other similar categories? Also, please give us the costs per student in each school.

In response to the same question concerning travel to school, you stated that BIA policy was that no elementary school child should be required to walk a distance greater than a mile, and no high school student should be required to walk a distance greater than 1½ miles. You also stated that no elementary school student should be required to ride the bus more than one hour and no high school student should be required to ride a bus more than one and a half hours. Could you please provide us with the number of children whom you are responsible for whose travel time exceeds these limits, and could you tell us what percentage of the total number of children these are?

JOHNSON O'MALLEY

Regarding several of your answers to questions on the Johnson-O'Malley Act, will you give us a more complete breakdown of your method of operation in carrying out the monitoring of JOM programs?

VOCATIONAL EDUCATION

In response to our questions regarding vocational education, you stated that the BIA has never been included in USOE funding for vocational education and that as a consequence there are not many vocational education programs funded in BIA schools. Although your statement is correct regarding USOE, we would like to know why the BIA does not fund high school vocational education programs in all BIA schools from its own fund sources?

We appreciate your cooperation in providing us with answers to the questions in our letter of July 31st, and we look forward to receiving your responses to these additional questions.

Thank you.

Sincerely,

CARL D. PERKINS,
ALBERT H. QUIE,
JLOYD MEEDS,

UNITED STATES DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
Washington, D.C., February 17, 1976.

HON. CARL D. PERKINS,
Chairman, Committee on Education and Labor, House of Representatives,
Washington, D.C.

DEAR MR. CHAIRMAN: In response to your October 22, 1975 request, we are enclosing answers to your questions. We are unable to provide the answer to Question #3 (a)-(b) at this time, therefore, a response will be coming at a later date. Please accept our apologies for the lateness of our response.

We hope this will provide the information you need.

Sincerely yours,

MORRIS THOMPSON,
Commissioner of Indian Affairs

GENERAL QUESTIONS

Question No. 1. We notice that in response to our first question you stated that there are 20 positions in the Central Office in Washington and 45 in the Central Office in Albuquerque. Could you delineate more clearly than you have in your answer so far, the respective responsibilities of the people in the Washington Central Office and those in the Albuquerque Central Office? Could you also

explain how \$3,430,643 was expended through the Washington Central Office, and \$1,230,767 through the Albuquerque Central Office (data from your response to Question #2? What type of expenditures were these? Were they contracts or grants? And if so, under what authorities and for what purposes?

Answer. In our previous answer we erroneously stated that there were 20 positions in the Washington Central Office and 45 positions in Albuquerque. The correct figures should read 24 positions in Washington and 46 in Albuquerque plus five additional positions located in Brigham City, Utah. The responsibilities of the people in the Washington Central Office are those functions relating to policy and budget development, and the review, analysis, and development of new and proposed legislation. The functions in Albuquerque relate more to program development, evaluation, school construction, post secondary programs, administration and monitoring of various title programs and the Johnson-O'Malley Act (for more detailed information, see the attached Departmental Manual, Part 130, 2.4.1).

Fiscal year 1975

Central office:

Personnel services	610,686
Travel, transportation	115,026
Contracts	1,130,546
Grants	1,437,000
Other	137,385

Total obligated 3,430,643

Albuquerque:

Personal services	1,014,043
Travel, transportation	121,060
Contracts	18,036
Grants	
Other	77,628

Total obligated 1,230,767

Monies were expended under the authority of the Snyder Act.

Contract monies were expended for Early Childhood Education, Student Enrollment System, Tribal Government Study Program, Legal Services, Policy Study, Oklahoma Needs Assessment and ABC Program. Grants were used for individual higher education grants and to support the law program, the school administrators program and American Indian Scholarships.

Question No. 2. In response to our question subsection (c) of #1, you provided data showing the number of BIA personnel in non-education positions but paid with education funds, but you did not explain why these individuals were paid from education funds. Could you please provide a response to us for each one of the individuals?

Answer. The Office of Indian Education serves in a staff capacity to the Commissioner of the Bureau of Indian Affairs with regard to the Bureau's education program.

The Area Director is delegated line responsibility for the operation of the schools within each area. The decision as to which non-education people are paid from education funds is made within the area. The basis for the decision should be the amount of time spent by the employee as he performs a support function for the education program.

Question No. 3. In response to our Question #3, you provided us with a list of evaluations of BIA programs. Could you please send us copies of the following evaluations which you have listed: (a) An Analysis of Academic Achievement of Indian High School Students in Federal and Public High Schools; (b) A Teacher Mobility and Retention Study; (c) Results of the Test of Proficiency in English as a Second Language in Grades 4, 5, and 6 of BIA Schools, School Year 1971-72; (d) An Evaluation of the Johnson-O'Malley Program; (e) A Public School Survey of Construction Aid Needs Related to the Education of Reservation Indian Children; and (f) Teacher Characteristics and Turn-over Survey.

Answer. We are enclosing the following reports along with an explanation where necessary:

(a) An Analysis of Academic Achievement of Indian High School Students.

(b) "A Teacher Mobility and Retention Study" was erroneously listed; this was an OE/HEW study contracted with the University of Oklahoma.

(c) Results of the Test of Proficiency in English as a Second Language in Grades 4, 5, and 6 of BIA Schools.

(d) "An Evaluation of the Johnson-O'Malley Program" was erroneously listed as an evaluation report; it is a progress report.

(e) A Public Survey of Construction Aid Needs Related to the Education of Reservation Indian Children.

(f) "Teacher Characteristics and Turn-over Survey" was erroneously listed as a completed study; it never was completed.

Question No. 4. In response to our Question #4 regarding needs assessment, you provided us with copies of a 1972 BIA publication on needs assessment. Could you please supply us with the latest information from BIA on needs assessment? In particular where is it being carried out, and give us an example of the program explained in detail?

You state that "BIA policy for many, many years has been to base instruction on individual needs of the child." Could you send us material which would help us understand how this policy is carried out within the BIA schools?

Answer. The Implementation of the needs assessment has been approached within the organizational structure of the Bureau of Indian Affairs. The Education Central Office has staff functions only and line authority flows from the Commissioner to Area Offices. The relationship of Central Office Education to Area Offices is analogous to that of a state department of education to an independent school district (an Area Office). Within this structure, the needs assessment plan was developed by the Central Office and made available to Area Offices. Some Areas have utilized its design and some have used different approaches. No single project approach has been undertaken by the Bureau.

The 1972 needs assessment design was developed to support a systematic review of off-reservation boarding schools. This, as a project, was not funded. Nonetheless, the design was made available to Area Offices and has had an impact.

Within the above structure, Phase One has been developed rather well. Goals have been developed at the national level and at the Area levels, notably Alaska, Oklahoma, Phoenix, and Navajo. The design was reflected in the work done on goals. Phases Two and Three have been approached differently and usually via instructional strategies. The overall design relates to teaching via "instructional objectives." Areas where instructional objectives have been developed in the content areas of the curriculum are Muskogee, Albuquerque, Navajo, and Phoenix. A few examples will help illustrate this point.

Phoenix Indian School has developed a system wherein instruction is based on instructional objectives and is likewise highly individualized. A filmstrip and audio describing the program are available from the Phoenix Area Office of the BIA.

The reading program at Sherman Indian High School, Riverside, California, is another example wherein specific instructional objectives have been developed and evaluations reflect effectiveness.

The Albuquerque Area Office employs the Individually Guided Education (IGE) approach to teaching. This utilizes instructional objectives and individualized instruction, as expressed in the title.

The above response combines information on needs assessment and individualization of instruction. While the use of instructional objectives is not the only approach utilized in individualization, it is the one most often associated with innovation in education today. Other approaches to individualization of instruction are less structured and more conventional, yet they too are effective.

In addition to the above, several documents reflecting ESEA Title programs are enclosed. The policies of the Bureau of Indian Affairs and USOE coincide regarding individualization of instruction for disadvantaged children and means an even greater effort regarding Federal school operations. Marks have been made on the documents to reflect individualization of instruction efforts.

The latest educational needs assessments being carried out in the BIA are that of the assessment of Oklahoma Indians and the one for early childhood education. These are being conducted under contract to Oklahoma State University and to Bank Street College of New York City, respectively. Since these two projects are on-going contracts that have not been completed, data from them is not available. It should be noted that the general design described in the previous submission has been written into the work requirements of the two contracts.

Following are other examples of where the needs assessment relate to specific projects. These projects have taken the general form of an evaluation and then follow-up by the school or the office involved. It includes the following schools and programs:

(1) *Idermountain*.—It was determined that the school was no longer needed by the Navajo Area Office, with concurrence by the Washington Office. However, the House Appropriations Committee instructed the Bureau to keep the school open.

(2) *Chilocco*.—This school was evaluated and needs assessed in May of 1972 and recommendations made as to the proper directions to be taken. At first, the evaluation was ignored, but now, it is being followed and the school program is being renewed.

(3) *Bilingual Education*.—A contract to assess bilingual education needs was consummated on October 31, 1975, and a report forwarded to the Congress and the President. The needs assessment reflected that 56 percent of children enrolled in Bureau schools could benefit from a bilingual program of some type. A bilingual education specialist is being hired for the Central Office and this program should receive added priority in the months to come.

(4) *Student Rights and Responsibilities*.—This program was assessed and needs were identified (1973). A program was developed and implemented during the school year 1973-74. A formative evaluation is being conducted and curriculum materials are being disseminated to all schools, Area Offices and Agencies. Identified needs are being met.

(5) *Institute of American Indian Arts*.—This school was evaluated and needs determined in 1973. Since the evaluation, a new charter for the school has been obtained from the Commissioner which clearly provides new directions for the school. Clarification of the new program was a basic recommendation of the evaluation.

(6) The Bureau of Indian Affairs developed a new set of educational goals in 1973. These have been translated into a proposed manual release. This reflects the first time the goals were revised since the early 50's. This revision will provide the philosophical base for developing education needs.

Question No. 5. In response to our Question # 5 concerning BIA policy on the definition of "Indian", you gave us a detailed history of Federal practice dealing with the definition of "Indian". Is it correct that we gained from your response that you limit participation in BIA funded programs for education to children who have one-fourth Indian blood from Indians who are members of groups "towards which the Federal Government has assumed special responsibilities," that is Indians from tribes which are federally recognized?

Answer: Yes.

BIA OPERATED BOARDING AND DAY SCHOOLS

Question. In response to our question concerning BIA policy on boarding schools, you stated that "off-reservation boarding school enrolls adolescent youth who have special, personal, social, educational or family needs." You also stated that boarding schools operated on reservations will continue to do so until all-weather roads are available. Could you please supply us with the number of on-reservation boarding schools you are operating for fiscal year 1976 as compared to fiscal year 1973 and the number of off-reservation boarding schools you are operating for fiscal year 1976 as compared to fiscal year 1973?

Answer:

BIA residential schools:

1973:	
On reservation	58
Off reservation	20
1976:	
On reservation	59
Off reservation	19

Note.—Many Farms Junior High, Navajo Area, is now combined with the high school under one administration. Wrangell Institute, Juneau Area, was closed at the end of F.Y. 1975.

Question No. 3 (a)-(b). In response to our question regarding supplemental staff in BIA boarding schools, you provided us with the total number of such staff in each school. Could you please provide us with a breakdown of how many

of these staff in each school deal with Office of Education title programs, vocational education, compensatory education, bilingual and bicultural education, and administration?

In response to the same question concerning the costs of operating boarding schools, you provided us with total aggregate costs. Could you provide us with a breakdown of these total aggregate costs by (a) instructional costs, (b) administrative salaries, (c) curriculum development, (d) maintenance costs, and (e) other similar categories? Also, please give us the costs per student in each school.

Answer. At the present time our personnel files do not contain the information requested. We are contacting the individual schools and will reply as soon as we receive the information.

Question. In response to the same question concerning travel to school, you stated that BIA policy was that no elementary school child should be required to walk a distance greater than a mile, and no high school student should be required to walk a distance greater than $1\frac{1}{2}$ miles. You also stated that no elementary school student should be required to ride the bus more than one hour and no high school student should be required to ride the bus more than one and one-half hours. Could you please provide us with the number of children whom you are responsible for whose travel time exceeds these limits, and could you tell us what percentage of the total number of children these are?

Answer. There are two areas where students have to walk a distance greater than one mile in order to get to school. These are the Navajo and Phoenix Areas. There are 62 students in the Phoenix Area and 483 in the Navajo Area.

There are 394 elementary students in the Navajo Area who ride more than one hour on the school bus and 11 high school students in the Eastern Area who ride for more than one and one-half hours.

The percentage for both the students who walk more than one mile and those whose riding time exceeds the limit is 2 percent of the total number of children attending bureau schools.

JOHNSON-O'MALLEY

Question. Regarding your response to our question #1 on the Johnson-O'Malley Act, could you please explain in greater detail how the Area education and contracting staff monitors these grants? How much money is the average office responsible for? How much of his or her time each month is spent on each grant for what he or she is responsible? And what does he or she do exactly in monitoring?

Answer. Each education person reviews the contract and the services identified in the contract. Through on-site visits he observes that the contractor is providing the programs and services that have been contracted for within the limitation of the funds in the approved budget, and checks to see that programs and personnel are in place and are doing what is called for within the contract. Meetings are also held with those involved, i.e.,

- (1) Contractor;
- (2) School officials;
- (3) Person hired under the contract; and,
- (4) Indian Education Committees—Parents and students.

The Contracting Office

1. Calls for pre-award audit if necessary.
2. Negotiates a contract with approved contractor.
3. Most contracts are cost reimbursable—the contracting officer will only pay on approved certified vouchers that are submitted for payment by the contractor and then only if the cost is an allowable expenditure within the contract. All programs within the contract must be approved by the Indian Education Committee before they can become a part of the contract.
4. Does an interim audit of the contract during the year of the contract as called for in 25 C.F.R., Part 33.4.
5. Inspects records of contractors and subcontractors that receive funds for the purpose of program and fiscal audit.
6. Requests information as needed from the contractors program sites, visits and reviews the contractor's records.
7. Keep track of amount of approved funds for programs, the amount of expended funds during the contract and the balance at the time.
8. Receives from contractor a detailed annual report of funds.

The attached list shows the amount of each contract within each state and by Area Office—also shown are the number of education persons that work at monitoring the contracts within the Area Office.

The amount of time spent on each grant is determined by the number of contracts and the number of education people available in the Area to perform the monitoring function. Also to be considered are the following:

- (1) Size of contract.
- (2) Number and type of programs within the contract.
- (3) Who has the contract.
- (4) Type of contract.
- (5) Are they new contractors.
- (6) How many subcontractors.
- (7) Are there new programs within the contract.

	Amount	Number of persons monitoring at the area level
Aberdeen area.....		1. 1 full-time person. 2. 1 ½-time person.
State: Nebraska:		
Contracts:		
1. Omaha Tribe.....	\$340,000	
2. Santee Tribes.....	85,000	
3. Winnebago Tribe.....	125,000	
State: North Dakota:		
Contracts:		
1. United Tribes of North Dakota Development Corp.....	660,000	
2. Fort Totten School District.....	80,000	
State: South Dakota:		
Contracts:		
1. United Sioux Tribes.....	415,196	
2. Sisseton-Wahpeton Sioux Tribe.....	590,000	
3. Oglala Sioux Educational Society.....	229,687	
4. Rosebud Sioux Tribe.....	550,000	
Albuquerque area.....		1. 1 full-time person.
State: Colorado:		
Contracts:		
1. Southern Ute Tribe.....	126,048	
2. Ute Mountain Ute Tribe.....	160,081	
State: New Mexico:		
Contracts:		
1. All Indian Pueblo Council.....	1,117,828	
2. Canonicito Navajo.....	114,401	
3. Mescalero Apache Tribes.....	127,046	
4. Zuni Pueblo.....	238,923	
Anadarko area.....		1. 1 full-time person.
State: Kansas:		
Contracts:		
1. Powhattan District No. 510.....	102,000	
2. Mayetta District No. 337.....		
State: Oklahoma (Western):		
Contracts: 1. With each of the 37 school districts.....	543,000	
Billings area.....		1. 2 part-time persons.
State: Montana:		
Contract: 1. State Department of Public School Instruction.....	1,060,000	

VOCATIONAL EDUCATION

Question. In response to our questions regarding vocational education, you stated that the BIA has never been included in USOE funding for vocational education and that as a consequence there are not many vocational education programs funded in BIA schools. Although your statement is correct regarding USOE, we would like to know why the BIA does not fund high school vocational education programs in all BIA schools from its own fund sources?

Answer. The history of the high school curriculum in BIA schools is recorded in a number of documents starting with the Meriam Report of 1928 down to the National Study of Indian Education which produced its report in 1969. The high school curriculum in BIA schools was heavily vocational, half day vocational training, half day academic education, until the 1960's. Up and until 1960, it was a BIA requirement that each student, boy or girl, have two years of home-making or industrial arts for high school graduation. This changed during the 60's to reflect greater choice on the part of students. BIA high schools do have industrial arts and vocational program funded from Interior sources. Basically, the curriculum for each school is developed and implemented at each school. Nonetheless, vocational programs are expensive and any assistance from USOE would provide improvement.

The first exploratory phase of the BIA's Education Information System subsystem on curriculum reflected the following course offerings for the School Year 1975-76:

Course title	Number of courses	Percentage
Industrial arts.....	49	43
Tr. de and industrial occupations.....	26	23

Note: The above is based on responses of 114 schools, which provides a reliable sample for the data. Definitions used in the survey are attached.

DEFINITIONS

Agriculture

Agriculture is comprised of the group of related courses or units of subject matter which are organized for carrying on learning experiences concerned with preparation for or upgrading in occupations requiring knowledge and skills in agricultural subjects. The functions of agricultural production, agricultural supplies, agricultural mechanization, agricultural products (processing), ornamental horticulture, forestry, agricultural resources, and the services related thereto, are emphasized in the instruction designed to provide opportunities for pupils to prepare for or improve their competencies in agricultural occupations.

Art

Art is comprised of the organized body of subject matter or related courses involving primarily visual, tactile, and kinesthetic expression. Included in instruction are the two-dimensional forms such as drawing, painting, or print-making; the three-dimensional forms such as sculpture or pottery; other spatial concepts such as architecture and design for the performing arts; and the history and theory of art. Emphasis is placed upon the esthetic and creative factors of visual forms.

Business

Business includes the body of related subject matter, or related courses, and planned learning experiences which are designed to develop in pupils the attitudes, knowledge, skills, and understanding concerned with business principles and practices having the applications for personal use and/or activities in the business world. Business also includes a wide variety of aspects of general education, e.g., subject matter from other subject areas such as English (language arts), social sciences/social studies, and mathematics.

Distributive education

Distributive education includes various combinations of subject matter and learning experiences related to the performance of activities that direct the flow of goods and services, including their appropriate utilization, from the producer to the consumer or user. These activities include selling, and such sales-supporting functions as buying, transporting, storing, promoting, financing, marketing research and management.

English language arts

English language arts is comprised of the body of related subject matter, or the body of related courses, organized for carrying on learning experiences concerned with developing (1) an understanding of the language system; (2) proficiency and control in the use of the English language; (3) appreciation of a variety of literary forms; (4) understanding and appreciation of various aspects of past and present cultures as expressed in literature; and (5) interests which will motivate life-long learning.

Foreign languages

The body of subject matter in this area is comprised of a variety of foreign languages, including English as a foreign language. Classified under this heading are the various classical and modern foreign languages.

Health occupations education

Education for health occupations comprises the body of related subject matter, or the body of related courses, and planned experiences designed to impart knowl-

edge and develop understanding and skills required to support the health professions. Instruction is organized to prepare pupils for occupational objectives concerned with assisting qualified personnel in providing diagnostic, therapeutic, preventive, restorative, and rehabilitative services to people, including understanding and skills essential to provide care and health services to patients.

Health and safety in daily living, physical education, and recreation

The body of related subject matter and activities in health and safety in daily living, physical education, and recreation are organized for carrying on learning experiences concerned with developing (1) knowledge, attitudes, appreciations, and conduct essential to individual and group health; (2) awareness of, concern for, and knowledge, skills, and judgment necessary for practicing and promoting personal and public safety in the home, at school, on the job, and in traffic; and (3) physical and mental growth and fitness by means of activities designed to improve the muscles, motor skills, and attitudes and habits of conduct of individuals and groups.

Home economics

Home economics comprises the group of related courses or units of instruction organized for purposes of enabling pupils to acquire knowledge and develop understanding, attitudes, and skills relevant to (a) personal, home and family life, and (b) occupational preparation using the knowledge and skills of home economics. The subject matter of home economics includes, in addition to that which is unique to the area, concepts drawn from the natural and social sciences and the humanities.

Industrial arts

Industrial Arts is the body of related subject matter, or related courses, organized for the development of understanding about the technical, consumer, occupational, recreational, organizational, managerial, social, historical, and cultural aspects of industry and technology. Learning experiences involve activities such as experimenting designing, constructing, evaluating, and using tools, machines, materials, and processes which provide opportunities for creativity and problem solving.

Mathematics

Mathematics comprises the body of related subject matter, or the body of related courses, organized for carrying on learning experiences concerned with the science of relations existing between quantities (magnitude) and operations and the science of methods used for deducing from other quantities, known or supposed, the quantities sought.

Music

Music is the fine art that utilizes sounds in time in a meaningful and organized manner. Subject matter and activities in music are designed to impart the skills and knowledge necessary for the understanding, appreciation, creation, performance, and enjoyment of music.

Natural sciences

The natural sciences include the body of related subject matter, or the body of related courses, organized for carrying on learning experiences concerned with knowledge of the physical and biological world, and of the processes of discovering and validating this knowledge.

Office occupations

This body of subject matter, or combination of courses and practical experience, is organized into programs of instruction to provide opportunities for pupils to prepare for and achieve career objectives in selected office occupations. In the instructional process various aspects of subject matter frequently are drawn from other subject-matter areas. Learning experiences are designed to lead to employment and/or advancement of individuals in occupations in public or private enterprises or organizations related to the facilitating function of the office. "Facilitating function," as used here refers to the expediting role played by office occupations as the connecting link between the production and distribution activities of an organization. Included is a variety of activities, such as recording and retrieval of data, supervision and coordination of office activities, internal and external communication, and the reporting of information.

Social sciences/social studies

The social sciences/social studies are comprised of interrelated subject matter organized to impart knowledge, develop skills, and identify goals concerning elements and institutions of human society in the disciplines of history, economics, political science, sociology, anthropology, psychology, geography and philosophy.

Technical education

Technical education is concerned with that body of knowledge organized in a planned sequence of classroom and laboratory experiences, usually at the post-secondary level, to prepare pupils for a cluster of job opportunities in a specialized field of technology. The program of instruction normally includes the study of the underlying sciences and supporting mathematics inherent in a technology, as well as methods, skills, materials, and processes commonly used and services performed in the technology. A planned sequence of study and extensive knowledge in a field of specialization is required in technical education, including competency in the basic communication skills and related general education. Technical education prepares for the occupational area between the skilled craftsman and the professional person such as the physician, the engineer, and the scientist.

Trade and industrial occupations

Trade and industrial occupations is the branch of vocational education which is concerned with preparing persons for initial employment, or for upgrading or retraining workers in a wide range of trade and industrial occupations. Such occupations are skilled or semiskilled and are concerned with layout designing, producing, processing, assembling, testing, maintaining, servicing, or repairing any product or commodity. Instruction is provided (1) in basic manipulative skills, safety judgment, and related occupations information in mathematics, drafting, and science required to perform successfully in the occupation, and (2) through a combination of shop or laboratory experiences simulating those found in industry and classroom learning. Included is instruction for apprentices in apprenticeship occupations or for journeymen already engaged in a trade or industrial occupation. Also included is training for service and certain semi-professional occupations considered to be trade and industrial in nature.

General elementary education and general secondary education

The terms of General Elementary Education and General Secondary Education usually refer to instruction which takes place in a self-contained class. Learning experiences are concerned with the knowledges, skills, appreciations, attitudes, and behavioral characteristics considered to be needed by all pupils in terms of the broad educational outcomes which should be achieved by all pupils to the limits of their capacities during the elementary and secondary school years or grades.

Differentiated curriculum for handicapped pupils

The differentiated curriculum for handicapped pupils reflects an increasing awareness today of the individual needs of children. Many children with various types of handicaps cannot benefit from basic subject matter without special education. Handicapped children present learning difficulties, sensory and motor impairments, which require careful study for successful adaptation of instruction. Teachers of exceptional children integrate professional information from psychology, education, and medicine for instructional and therapeutic services. Consequently, special education as applied to each type of handicapped child has developed some distinctive techniques and materials which distinguish it from regular classroom instruction.

Cocurricular activities

Cocurricular activities (experiences) are comprised of the group of school-sponsored activities, under the guidance or supervision of qualified adults, designed to provide opportunities for pupils to participate in such experiences on an individual basis, in small groups, or in large groups—at school events, public events, or a combination of these—for purposes such as motivation, enjoyment, and improvement of skills. In practice, participation usually is not required and credit usually is not given. When participation is required or credit is given the activity generally is considered to be a course.

Safety and driver education

The subject matter and related activities in safety and driver education are organized for carrying on learning experiences concerned with developing in the learner the ability to respond appropriately and efficiently in the operation of a motor vehicle, and as a pedestrian in traffic. More specifically, instruction emphasizes attainment of the following objectives:

- (1) appropriate knowledge and efficiency for living in the total traffic environments;
- (2) fundamental driving skills and correct skill habits;
- (3) desirable behavior pattern in traffic;
- (4) an understanding of driver and pedestrian limitations, obligations, and responsibilities legally and socially; and
- (5) knowledge about the motor vehicle and understanding of how society may achieve maximum efficiency in operating its motor vehicle transportation system.

Junior ROTC

Junior ROTC is comprised of a body of subject matter, or combinations of courses and practical experience, organized into programs of instruction to provide opportunities for pupils to prepare for and achieve career objectives in selected branches of the military service. In the instructional process various aspects of subject matter frequently are drawn from other subject-matter areas.

OVERSIGHT HEARINGS ON LAWS AFFECTING INDIAN EDUCATION

TUESDAY, JULY 29, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to recess, at 9:55 a.m., in room 2261, Rayburn House Office Building, Hon. Lloyd Meeds presiding.

Members present: Representatives Meeds, Mottl, and Quie.

Staff present: John F. Jennings, majority counsel Yvonne Franklin, minority legislative associate; Chris Cross, minority legislative associate; and Dean Shahinian, clerk assistant.

Mr. MEEDS. The Elementary, Secondary and Vocational Education Subcommittee of the full Committee on Education and Labor will be in session for the purpose of oversight on laws affecting Indian education.

Yesterday, we heard from members of the Administration, the Commissioner of the Bureau of Indian Affairs, and the Deputy Commissioner for Indian Education. Today, we hear from some of the client constituents, some of the persons serving the Indian education programs.

Our first witness is Ms. Karma Torklep, legislative chairperson of the National Advisory Council on Indian Education who is accompanied by Dave Risling, Daniel Peaches, and Dorrance Steele. Please come forward.

I see that you have a very long statement. Would you like to summarize it.

[Prepared statement follows:]

STATEMENT OF THE NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION

Congressman Perkins, and members of the House Sub-Committee on Elementary, Secondary and Vocational Education, the National Advisory Council on Indian Education was created by the Indian Education Act of 1972 (Title IV, Part D of Public Law 92-318). Title IV was enacted to meet the special educational needs of Indian students by providing financial assistance to local educational agencies to develop and carry out elementary and secondary school programs specifically developed to meet the special educational needs.

Part B of the act requires that the Commissioner must provide grants to the tribes, Tribal educational agencies and organizations to implement programs to improve educational opportunities for Indian children.

The Members of the Council are: Will Antell, Chippewa, Minnesota; Ellen Allen, Chickapoo, Kansas; Theodore George, Clallam, Washington; Ann Cloeman Glenn, Choctaw, Oklahoma; Genevieve Hooper, Yakima, Washington; Sue Lall-mang, Seneca, Virginia; Patricia McGee, Yavapai, Arizona; Daniel Peaches, Navajo, Arizona; David Risling, Hoopa, California; Geraldine Simplicio, Zuni

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Pueblo, New Mexico; Clarence Skye, Sioux, South Dakota; Fred Smith, Seminole, Florida; Boyce Timmons, Cherokee, Oklahoma; Karma Torklep, Lumbee, North Carolina; and Joe Upicksoun, Eskimo, Alaska.

The Council represents diverse areas within the United States and is an excellent cross section of American Indians, who are parents, tribal leaders, educators, and other professionally trained individuals, which seems to be reflective of the intent of the Congress. The Council believes strongly in representing Indian citizens wherever they live, and the Council does not purport to represent their own tribe, state or region.

P.L. 92-318 Title IV is generally recognized as one of the most important pieces of legislation dealing with Indian Education ever passed by a Congress of the United States. The thought may be expanded to all legislation dealing with education, because it provides guidance in making the decisions for what they believe is necessary to make a difference. It penetrates deeper than ever before by giving control at the local level to the people it intends to serve. It causes public school districts to develop a positive relationship to Indian communities.

This is a new era in the lives of American Indians. Historically, they have been shut out in planning programs, developing budgets, and sharing in the decision making process which is so common to Anglo communities. The benefits of legitimate involvement cannot be easily measured; however, if one witnesses the enthusiasm, knowledge, and determination of local Indian education committees, one cannot help but believe significant phenomena are occurring. One of the greatest contributions a parent can make to his child is positive reinforcement, the encouragement, understanding and assistance of these parents involved, will, in the Council's judgment, prove to be an invaluable contribution to their child's educational success.

During 1975, for example, in Part A of Title IV, the Office of Education made grants to 845 school districts. The average size of Parent Committees is ten (10) and for those funded that represents approximately 8,450 Indian people involved. Another 358 applied, but were not funded and that increases the number even more. The Office of Education estimates there are nearly 2,970 eligible school districts and should the vast majority succeed in getting funded there will be literally thousands of Indian parents involved crucial decisions affecting the education of their children.

Parts B and C do not require Parent Committees; however, nearly all of the 165 funded projects under B and 52, funded under c, for 1975 were granted to Indian Tribes or Indian controlled organizations. One can easily observe from this brief description the involvement of Indian people locally has multiplied many fold over the last two years.

All of Title IV has as its major objective that the programs must meet the special needs of Indian people. Historically, millions of dollars have been appropriated by the Federal government in programs designed to educate Indian people. The latitude of state and local educational institutions was obviously too great for they rarely considered the special educational needs of Indian children. All proposals funded under this act address that question squarely and it is reassuring to know those needs were determined locally by Parent Committees.

A significant number of proposals under Part B reflect great interest on the part of Indian communities to develop programs centered around Indian history and culture. The strengthening or rebirth of one's heritage has become a priority in all phases of Title IV. School districts who receive funds under Part A are developing curriculum materials reflective of the cultural characteristics of local Indian tribes. This cooperative venture between schools and Indian communities is meeting with great enthusiasm. This process has begun to create more respect and knowledge on the part of non-Indians and creates a positive self image on the part of Indian people.

P.L. 92-318 allows for the first time in the history of federal government Indian relationships, services to go to non-reservation Indians. Indian people wherever they reside are now eligible to participate in programs designed to meet their needs. For example, in Minn. 3,500 Indian Students were eligible to receive services under the Johnson-O'Malley Act; however, there are nearly 12,000 Indian students in the public schools in Minnesota of which 10,314 are now being served under Title IV, Part A. While data is sketchy from other states in this instance, evidence suggest identical circumstances do prevail. In

some states, particularly in the eastern part of the country, states do not receive Johnson O'Malley funds.

There is a great deal of debate in regard to duplication of funds between these two programs along with ESEA Title I programs. While no accurate information is available, preliminary inquiries indicate this is not the case. A study by the Office of Education and the Bureau of Indian Affairs has been completed. The study indicates there is no duplication of funds.

The National Advisory Council on Indian Education has held field meetings in twelve states and all testimony received has been extremely positive in terms of what Title IV means to Indian communities. Local Indian communities are certainly not without problems; however, the legislation has the potential to make significant impacts on the education of Indian people.

The problem most often mentioned is the school districts refusing to accept the notion that Parent Committees have authority and control over these programs. Although the majority of school districts have accepted this proposition, there are those who still refuse to accept it, claiming federal intervention in local school districts jurisdiction. However, Indian Parent Committees are gaining more confidence and sophistication in dealing with this issue causing school districts to offer less resistance.

There is need to press this point more effectively from the United States Commissioner of Education. Chief state school offices generally know very little about Title IV, because they have little or no involvement in Title IV operation. However, the Council feels that leadership in the Office of Education could be helpful with persuasive dialogues with chief state school offices who obviously play an important role with local school officials.

The National Advisory Council is disappointed in that funding for fiscal year '75's the same as in fiscal year '74. As indicated in an earlier statement, there are a potential 2,970 school districts eligible for Part A funds. However, only 845 were actually funded. Should the rate of school district receiving funds increase as it did in the past, it is estimated the per capita payment for each Indian student will drop significantly. Should inflation and school costs continue to rise, one can only guess what impact these resources will have.

The Council was extremely disappointed that the administration never requested funds for fiscal year '75 for Part A. The Office of Education has always argued that they are spending vast amounts of money for Indian Education and that Part A only duplicates what other programs do. While those figures are generally impressive, they do not tell the correct story. For example, in fiscal year 1974, the Office of Education reported 117,500 Indian children received \$42,288,398 under ESEA Title I. Every Title I administrator at the state or local educational institutional level will tell you that Title I funds do not serve Indian children, it serves children whose parents are in a low income category and are deficient in the basic skills. Furthermore, \$17,457,233 of that figure was transferred to the Bureau of Indian Affairs who serve only approximately 30% of Indian school age children. Title I clearly does not, whether in public schools or in BIA schools, direct its efforts toward the special needs of Indian children.

Another instance where the Office of Education reports substantial expenditures for Indian education comes from P.L. 874. This is purely an entitlement program for local school districts. The intent of P.L. 874 is to relieve the financial pressure of local school districts who have substantial amounts of non-taxable lands. Indians have never benefitted from this program as it clearly is not intended to provide resources to meet special needs of Indian children. For the same fiscal year, P.L. 874 and P.L. 815 were reported to produce \$30,839,000 and \$11,200,000 respectively to Indian Education.

The Office of Education alleges they expended in fiscal 1974, \$140,432,423 for Indian Education of which \$84,377,398 alone came from the three programs mentioned. If one would examine carefully where the Office of Education claims to have expended resources for Indian education in all other categories, the figure would more than likely shrink even further.

These disagreeing positions on Indian Education policy implementation and actual funding allocation become more polarized when the following points are also taken into consideration.

According to the latest available figures from the Office of Education, there are approximately 330,000 Indian students in public schools. In addition, there are approximately 55,000 Indian children served by the BIA federal School Sys-

tem. Thus five out of every six Indian students can be found in a public school. Or Federal Indian reservations, three out of every four Indian students are in a public school. Thus the predominant responsibility for effective Indian education programs lies in the public school sector.

The policy of the Federal government, starting in the 1920's, has been to transfer the responsibility for Indian education from BIA or Federal schools to public school districts. The two-fold rationale for this policy has been that education is the responsibility of the states and that Indian children wherever possible should be educated in an "integrated" setting. In fact, a careful review of the historical evidence indicated that a dominant reason for this transfer policy has been a desire to cut-back and terminate direct Federal services for Indians and to force assimilation at whatever cost. One other important factor has been the failure of the Federal government to provide effective alternatives to public school education in the Federal school system including any attempt to develop quality or superior educational programs.

It is beyond the scope of this report to examine in any depth this two-fold policy rationale, but it is clearly open to serious challenge. The historical fact remains that whereas 80% of enrolled Indian students were in Federal schools in the early 1920's, this situation has been completely reversed in the last fifty years. To accomplish this reversal has required three predominant Federal practices.

First, it has been necessary to provide substantial Federal subsidies to entice public school districts to enroll Indian students. In the course of the extensive Hearings held by the Senate Subcommittee on Indian Education, these Federal subsidies were often referred by Indian witnesses as "bribe money" or "a price on the head of Indian children". The clear implication is that many of the school districts are primarily interested in the money and have relatively little interest in the unique and special education needs of the children. This leads to the second predominant Federal practice.

Because of the principle of "local control" there has been hardly any accountability on the part of the school districts for how the money is expended and even if it is used to benefit Indian students at all. There is now available from various studies substantial evidence of the abuse and misuse of these funds by public school districts.

In summary of these latter points, we now have substantial national data which indicates that public school education for a variety of reasons, both conscious and unconscious, has grossly failed Indian children and the Federal government is a party to this failure, through its past policies and Federal subsidies which continue to underwrite a national tragedy.

In view of the above information, the Council strongly recommends to Congress that they consider funding Title IV of the Indian Education Act at its full authorization as soon as possible, but no later than fiscal year 1977.¹ The Council, in responding to the Indian community, Tribes and National Indian organizations, urgently requests Congress to fund Title IV, Parts A, B and C of the Indian Education Act at no less than 50% of its authorization.²

Total P.L. 92-318 budget request for fiscal year 1976 is as follows:

Part A (50-percent authorization)-----	\$180,000,000
Part B (50-percent authorization)-----	17,500,000
Part C (50-percent authorization)-----	4,000,000
Part D (NACIE, \$700,000; OIE, \$2,000,000)-----	2,700,000
Part E ¹ (1974 amendments)-----	4,000,000
Total -----	208,200,000

¹ Special Indian fellowship program \$2,000,000, and special educational programs for teachers of Indian children \$2,000,000.

In regard to the many constraints and problems faced by the Council, we would like to report to you that our past relationship with the Department of Health, Education, and Welfare has been something less than cordial and it remains a mystery to us why it turns a deaf ear to our concerns and recommendations. The National Policy of Self-Determination seems to have had little,

¹ Full funding—No. of Indian children enrolled in Public Schools 2,000. (Based on "Follow-Through programs" administered by USOE.) Minus basic support plus 10% set aside for Indian controlled schools. For FY 1976, this would amount to \$360,000,000.

² See attached resolutions.

if any impact on the Office of Education. While it is pleasant to report on the impact Title IV has generated in behalf of Indian Education, it is not a pleasant task to discuss our relationships with the Executive branch of the federal government, namely the Office of Education. We would like to touch on a few of the most crucial problems.

This failure to provide for any accountability in these Federal subsidy programs, has led to a third aspect of Federal practice. There has been a general unwillingness to recognize the fact that many of these public school districts, where Indian children have been pushed or gerrymandered into, have failed to provide anything even approaching an effective educational program for them. Again, there is ample documentation to this fact, from a number of recent thorough studies. A number of school districts can be found where there has been a conscious effort to exclude or neglect Indian students, and where the rankest kinds of discriminatory attitudes and practices prevail.

The Subcommittee on Indian Education found a number of school districts where, although there has been substantial Indian enrollment over a period of several decades, no Indian student had ever graduated, and in some instances where school administrators are even proud of the fact. The State of Oklahoma has more school districts receiving Federal Johnson-O'Malley funds than any other state. Within the last year an audit conducted by the Interior Department found that more than one-third of the money had not been used by the districts for the benefit of their Indian students at all. Another compelling example is the Gallup-McKinley county school system in New Mexico, which has a larger Indian enrollment and receives more Federal funds as a result of that Indian enrollment than any other school district in the country. A comprehensive record of their purposeful misallocation of resources and malfeasance in regard to their Indian students is now part of a recent trial record in the Federal District Court serving New Mexico.

One of the important reasons for the misallocation of funds within districts and general neglect of Indian students is the fact that Indian students can largely be found in the poorest, most marginal, most backward, most poorly staffed and financed school districts in the United States. Recent Office of Education data reveals that 35% of all public school Indian students are in school districts where per pupil expenditure is below \$425, or less than 50% of the national average. Seventy-five percent of all public school Indian students are in districts that expend less than \$624 per pupil. It is highly questionable whether any child can receive an effective education under these financial constraints, let alone a highly disadvantaged child from a dramatically unique cultural and language background.

A serious question could be raised given the financial status of many of these school districts whether or not they should be in existence at all. A substantial number of these school districts, where the largest concentration of Indian students can be found, certainly could not continue to exist without the Federal subsidies. They exist as a result of our long-standing national policy that Indian children should be educated in public schools regardless of the consequences. This probably accounts for part of the Federal practice of benign neglect, or non-recognition of school district failure. The implicit rationalization is who could possibly be successful under these circumstances?

The Executive branch of the federal government under the past United States President has never accepted this piece of legislation. As a matter of fact, they were under court order to appoint this Council, release and obligate funds before June 30, 1973. This happened in May, 1973, and from that beginning, our Council has engaged in an uphill struggle which to us at times seems insurmountable. Every member of the Council accepted their appointment in good faith, with the belief we could contribute meaningfully in behalf of Indian education. We remain steadfast in our faith because we witness exciting developments in Indian communities, but maintain we could accomplish much more if the United States Office of Education would utilize our advice in a legitimate manner.

One of the charges of the Council is to assist the Commissioner in developing criteria and regulations for the administration and evaluation of grants made. The Council made recommendations for changes in the rules and regulations in June, 1974, before the deadline given by the Office of Education. We were later informed that the rules and regulations were already being printed and our recommendations were too late to be considered.

In September, 1974, the Rules and Regulations Committee on behalf of the Council again made recommendations for changes in the rules and regulations.

The Office of Education's response was that again we were too late for these changes to be considered.

Although Title IV gave legislative authority to the Council to perform several functions *independent* of the Office of Education, the current control of the Council's budget by this Office severely hobbles the Council's efforts to fulfill its statutory responsibilities to—

(1) "evaluate programs and projects carried out under any program of the Department of Health, Education and Welfare in which Indian children and adults can participate or from which they can benefit, and disseminate the results of such evaluations";

(2) "provide technical assistance to local educational agencies and to Indian educational agencies, institutions and organizations to assist them in improving the education of Indian children";

(3) and the right to "contract with any public or private non-profit agency, institution or organization for assistance in carrying out such function".

The Council's obvious message to the Congress in all this is that as long as the bureaucracy is not held rigidly accountable for their continued blatant distortion of Congressional legislative intent, little will change in their habits or attitude toward this Council. And as importantly, it is all well and good for the Congress and the Executive Office to be outspoken proponents of Indian Self-Determination, but the bureaucracy's actions belie these words and the unofficial policy of "paternalism" continues to be perpetuated. We ask, *When will it stop?*

Hopefully, the Congress will examine this policy and restore our autonomy or we will not be able to perform our responsibilities. This clearly again seems to be in contradiction to the intent of the Congress who wanted Indians to have some control over programs and resources and decision affecting the educational lives of their children.

Since the initial funding of the Indian Education Act, an evolving practice has arisen within the Office of Education which dilutes the appropriated budget sums of Title IV. It is an internal cabal whereby Indian related programs are being shifted to Title IV which in turn become a form of supplemental funding to these other programs to the detriment of the intended beneficiaries of Title IV. This, of course, violates the very heart of the reason Congress goes to such pains to carefully identify line items in agency budgets; to restrict the latitude and practices of the bureaucracy's unauthorized manipulation of their budgets.

In the case of Title IV funds, various programs for vocational, adult and other forms of training that would ordinarily qualify for other Office of Education program funds are being shunted over into Title IV programs. The Council is drawing special attention to this practice not so much in that the Council in any way begrudges the funding of other than Title IV programs, but for the reason that has been made so emphatically in other parts of this report: There is already a critical shortage of Indian Education funds available and this practice further compounds the problem.

In addition to the above, most of the existing programs within the Office of Education are not serving Indian institutions or Indian communities. Most Indian communities and Indian institutions are not even aware that such programs exist. Others who attempt to seek such funds, find that they are usually turned down for any number of reasons. The main reasons are generally connected with rules, regulations and criteria used for selection which are all oriented toward the non-Indian programs. Since Indians cannot get much funds under this system, Congress should insist that Indian people be employed in every program within the USOE and that a part of every program have a special set aside for Indian people.

A case in point, is the vocational education programs within USOE, which does little or nothing to train Indian people in vocations that would allow them to be employed in the community in which they reside. The regulations on the act must be changed to allow Indian people to plan and decide for themselves the kind of programs needed for their people. It may also require that special kinds of vocational programs be set up on or near Indian communities.

The Council is especially concerned about bilingual/bicultural education. Indian languages are an extension of Indian culture. Denial of Indian languages thus is a denial of Indian culture. Bilingual/bicultural programs need to be redesigned to allow for Indian language development by Indians not by non-Indians linguists:

Because only a small percentage of Indian people have graduated from college, emphasis should be placed upon programs which are designed to encourage

Indians to seek higher education. Indian colleges, located on or near Indian committees, should be given a preference in funding or special funds set aside for this purpose.

Any number of studies on Indian education have been authorized by Congress, the most recent by PL 93-380. The Council has gone on record requesting that primary contracts go to Indian organizations, that the instrument used be drawn up by Indians, and that Indians be involved in drawing conclusions and making recommendations.

Therefore, we make an earnest appeal to the Congress to—

(1) Restore the Council's originally intended and independent status which has been usurped by the bureaucracy.

(2) authorize its separate and direct funding.

(3) understand, protect, and improve the uniqueness and quality of the Indian Education Act,

(4) hold the Office of Education stringently accountable for the proper implementation of the Congress' Indian Education policies,

(5) insist that Indian people be employed in every program within the USOE and that a part of every program have a special set aside for Indian programs,

(6) insist that USOE changes the regulations for disbursing vocational programs on or near Indian communities can be specially designed to meet the needs of Indian people,

(7) insist that USOE bilingual/bicultural programs be redesigned to allow for Indian language development by Indians not by non-Indian linguists,

(8) insist that USOE give preference in funding to Indian controlled higher education institutions or provide special set aside funds for this purpose, and

(9) insist that studies or surveys made, concerning Indian programs, be contracted to Indian firms, organizations, or institutions to insure that the design, evaluation, conclusion and recommendations are by Indian people who are intimately aware of the problems of Indian people.

Mr. Chairman, these are only a few examples of the difficulties our Council has encountered with the Office of Education.

The Council believes the legislation passed in 1972 and amended in 1974 will have greater impact on Indian Education than any other law passed by the Congress. The potential is definitely there and it remains to be seen if the U.S. Office of Education under new leadership can fulfill its role by properly utilizing this Council's advisory capacity.

Mr. Chairman, this concludes our statement; on behalf of the National Advisory Council on Indian Education, sincere and special thanks for this opportunity to present these vital concerns.

NATIONAL INDIAN EDUCATION ASSOCIATION,
MINNEAPOLIS, MINN.

RESOLUTION ON THE INDIAN EDUCATION ACT OF 1972 (PUBLIC LAW 92-318 TITLE IV)

Whereas the Indian Education Act of 1972 (PL 92-318 Title IV) authorized the necessary funds to bring the level of education of Indian children up to the level of the general population (over \$300,000,000) and,

Whereas the forty million dollars that had been appropriated for the past two years proved to be inadequate; and,

Whereas the Indian communities throughout the United States are being frustrated with Title IV of the Act, which in effect promises to fund projects for the improvement of Indian Education, yet turns down all but a small percentage of the applicants and,

Whereas the Indian communities feel that the Office of Education has been negligent in its duty by not including in its annual budgets adequate funds to meet their needs; therefore, be it

Resolved, That the National Indian Education Association Board of Directors meeting in Minneapolis, Minnesota, on February 14, 1975 urgently request that at least fifty percent of the funds authorized under the Indian Education Act of 1972 be included in the Office of Education budget for the fiscal year 1976-77.

AD HOC COMMITTEE OF NATIVE AMERICANS CONCERNED WITH INDIAN EDUCATION

The Ad Hoc Committee of Native Americans Concerned with Indian Education is a National committee made up of fifteen Indian people elected at a National meeting on Indian Education held in Denver, Colorado on January 17 and 18,

1975. Five members of the committee represent (1) five National organizations (National Indian Education Association, Coalition of Indian Controlled School Boards, National Congress of American Indians, National Tribal Chairmen Association, and American Indian Higher Education Consortium), (2) five represent the reservation community and (3) five represent the Indians-at-large. Members of the committee and their addresses are attached.

The purpose of this committee is to work with "grass root" Indians from throughout the country for the purpose of improving Indian education. The committee has held four meetings to date: two in Denver, Colorado, one in Washington, D.C. and one in San Diego, California, to discuss Education, development of a master plan for the future of Indian Education, recommendations on Indian Education and strategy for carrying out these recommendations.

Two recommendations of immediate concern regarding the Indian Education Act of 1972, P.L. 92-318, are resolutions No. 4-75 and No. 5-75, which are attached.

RESOLUTION NO. 4-75

Whereas the Indian Education Act of 1972, P.L. 92-318, has not provided sufficient funding to meet the expressed educational needs of Indian people, and

Whereas past and current funding has not exceeded 10% of the total funding need as expressed in the report entitled "The Need for Full Funding of Federal Indian Education Programs", and

Whereas it has been erroneously stated that Title IV funding is a duplication of JOM, Title I, etc.: Now, therefore, be it

Resolved, That the United States Office of Education through the appropriate Congressional Committees request that all parts of Title IV, P.L. 92-318, The Indian Education Act, as amended in P.L. 93-380, Title VI, Part C, be funded at not less than 50% of the total authorized appropriation for Fiscal Year 1976, and not less than 100% beginning Fiscal Year 1977.

Date: April 5, 1975.

Certification: This Resolution was adopted by the Ad Hoc Committee of Native Americans Concerned With Indian Education at a duly called meeting at the Rodeway Inn, San Diego, California, April 5, 1975.

GWEN COOPER, *Secretary*.

Attested to by:

LOYD ELM,
Chairman.
DAVID M. GIPP,
Vice Chairman.

Whereas the original legislation authorizing funds for teacher training under the Education Professions Development Act of 1972 has expired and has not been renewed, and

Whereas a network of nationwide programs has been initiated during the past two fiscal years which addresses programs to the needs of professional development for Indian teachers of Indian children, and

Whereas this program now supports the professional training of a significant number of Indian people who have now entered teacher preparation with the assistance of these federal projects, and

Whereas legislation authorizing professional developments exists under Title IV (Indian Education Act) Part E to establish and maintain these programs, and

Whereas prudent use of federal funds mandates a moral decision to continue programs that specifically address teacher training with an Indian preference, and

Whereas there is a continuing need for more professionally prepared Indian teachers and educational specialists to work within the growing number of Indian community programs, to fill vacancies as they occur within BIA school systems and in many rural public school systems that are charged with educating a significant number of Indian children: Now therefore be it

Resolved, That Congress immediately appropriate add on funds necessary to sustain at an efficient level eligible programs now evaluated as effectively training professional educators for Indian children under the existing legislation; and be it further

Resolved, That NACIE sustain the need for trained Indian teachers as a high priority in the overall needs of Indian education.

Date: April 5, 1975.

Certification: This Resolution was adopted by the Ad Hoc Committee on Native Americans Concerned With Indian Education at a duly called meeting at the Rodeway Inn, San Diego, California, April 5, 1975.

GWEN COOPER, *Secretary.*

Attested to by:

LYOYD ELM,
Chairman.
DAVID M. GIPP,
Vice-Chairman.

AD HOC COMMITTEE FUTURE OF INDIAN EDUCATION

Chairman.—Lloyd Elm Sr., Onondaga Indian School, Nedrow, New York 13120, 315/469-6901.

Vice Chairman.—American Indian Higher Education Consortium, 1626 High Street, Denver, Colorado 80203, 303/321-5909.

Secretary.—Dr. Gwen Cooper, Calif. Indian Educ. Assoc. Inc., 7447 Orien Avenue, La Mesa, Calif. 92041.

COMMITTEE MEMBERS

Walter Abrams, Chief's Council of Tonawanda Indian Reservation, Basom, New York 14013, 716/542-4360.

Lannie Deserly, National Indian Education Association, 4241 70th Street, La Mesa, Calif. 92041.

Ms. Joy Hanley, 406 So. Priest Road #164, Tempe, Arizona 85282, 602/838-5582.

Steve P. Johnson, Alaska Native Assoc. of Oregon, United Indian Council of Oregon, Urban Indian Council, 5306 SW Hewett Blvd., Portland, Oregon 97221, 503/288-5361 (O), 503/292-4783 (H).

Birgil Kills Straight, Box 28, Kyle, South Dakota 57752, 605/867-5815 (College Center), 605-455-2450 (O).

Jana McKeag, National Congress of American Indians, 1430 K Street, NW, #700, Washington, D.C. 20005, 202/347-9520.

Warren Means, United Tribes of North Dakota, Box 139, Bismarck, North Dakota 58501, 701/255-3285.

Abe Plummer, Coalition of Indian Controlled School Boards, Suite 4, 811 Lincoln, Denver, Colorado 80203, 303/573-9016.

Benny Star, Five Pueblo Indian Education Inc., Santo Domingo Pueblo, New Mexico 87052, 505/465-2948.

Ted Rising Sun, Busby, Montana 59016, 406/477-6240.

Lawrence Snake, National Tribal Chairmans Assoc., 401 E. Steed Street, Midwest City, Oklahoma 73110, 405/732-1907.

Jake Whitecrow, Program Director, Inter-Tribal Council, P.O. Box 762, Miami, Oklahoma 74354, 918/542-4486.

STATEMENT TO NATIONAL INDIAN ADVISORY COUNCIL ON INDIAN EDUCATION— MARCH 1975

INTRODUCTION

The purpose of this paper is to update a document presented to the Office of Management and Budget in October of 1973 by a number of Indian Educational Organizations and interest groups. The presentation was made on October 4, 1973 for the purpose of outlining a rationale for full funding not only of Title IV, P. L. 92-318, "The Indian Education Act", but also a rationale showing the need for continued funding of the Johnson O'Malley Act, and P. L. 874, "Impact Aid". Since that time we have witnessed a major upheaval in National Politics. Gerald Ford is now President of the United States. Congressional seats have been won and lost, as have powerful positions on Congressional Committees. While the audience to whom this presentation is directed has changed, the need for full funding of Federal Indian Education programs has not changed. Moreover, we find ourselves in the grip of a national economic crisis, a crisis which is being felt at every level of the economy and which makes our funding needs more acute. It is our hope that this presentation by the "Ad Hoc Committee" on Indian Education will be the starting point of a joint effort by Indian communities, their leaders and the Federal Government to bring about the goal of full funding of Federal Education Programs for Indian children.

In addition to the economic and political changes there has been a significant legislative development in the enactment of S. 1017 into Public Law 93-638. President Ford, on January 4, 1975, stated: "I have signed into law S. 1017, the Indian Self-Determination and Education Assistance Act. My Administration is committed to furthering the self-determination of Indian communities without terminating the special relationships between the Federal Government and the Indian people." President Ford goes on to say: "It will be through the initiatives of Indian communities that the authorities provided in this act will be implemented. I urge these communities to make the fullest possible use of them and pledge the support of this Administration."

We believe that only through "initiatives of Indian communities" and persistence in making our views known that the Federal Government will appropriate the funds that are necessary to implement the present laws that authorize funds for Indian Education.

As an "Ad Hoc Committee" we formed at a meeting in Denver, Colorado on January 17 & 18, 1975, which was called by the "Legislative Committee" of the National Advisory Council on Indian Education. Yet, our committee, is truly representative of the broad Indian Educational Community, and as such we intend to speak out for our constituencies. We hope that our views are received and furthered through the efforts of the National Advisory Council on Indian Education.

Today's issues

The presentation mentioned above was developed specifically for O.M.B. It was the Indian communities' feeling that O.M.B. understanding of the status of Indian educational needs was vital to the approval of budget amounts necessary to provide for such needs. This presentation is directed to the National Indian Advisory Board and indirectly to the respective government policy and decision-making bodies. We believe therefore that it is necessary to list issues which we feel are vital to the further development of Indian Education.

These issues include, but are not limited to, the following:

- (1) Title IV funding level;
- (2) Appropriations for and implementation of P.L. 93-638 (S. 1017);
 - (a) Appropriations for Title I, P.L. 93-638, contracting with Tribes and Tribal organizations, and
 - (b) Appropriations for and distribution formula for Title II, P.L. 93-638 (S. 1017) which amends the Johnson-O'Malley Law.
- (3) The adequacy of Impact Aid, P.L. 874 for Indian school districts to provide basic support monies for Indians in such schools;
- (4) The lack of adequate state "basic support" funds in Indian school districts; and
- (5) The development and articulation of an adequate statement and policy for Tribal educational jurisdiction.

While these issues encompass problems that by no means lend themselves to an easy solution, they are issues that this body, the National Indian Advisory Board must be cognizant of and we hope take positive steps along with other Indian educational interest groups to resolve.

Indian youth profile

326,354 total—Of these: 48,000 on reservations attend BIA schools; 9,000 attend private or mission schools; 225,000 (or more) attend public schools; 29,138 attend public schools with 10 or less Indian pupils; and 12,000 not in school.

The above figures are USOE's projection of Indian enrollment found in their publication "Indian Education Act of 1972, Report of Progress for the First Year of the Program", dated March 31, 1974, page v. While we would tend to feel that there are more Indian children out of school than the 12,000 listed in the USOE publication, the figures do show that the greater number of Indian children are in public schools. Thus we must continue to be concerned with sources of finance for such schools for basic support, compensatory programs, and for cultural programs. Of equal importance is control and monitoring of expenditure of such funds. This is an area in which NACIE has specific responsibilities.

The question of duplication of services

One of the recurring questions by budget policy makers is that which asks if in fact there is a duplication of services by the various authorities. We understand that this question is dealt with in the recently completed "USOE/BIA Study of the Impact of Federal Funds on Local Educational Agencies Enrolling Indian

Children". As each and every one of you know, in spite of all that is said about duplication of services, there still exists a lack of adequate financing to meet the needs of educating our children. We would urge you to review, along with us, the implications, findings, and recommendations of this study.

Rationale for full funding

We have attached copies of the original presentation to O.M.B. referred to above. The arguments for full funding are very simple and are summarized below.

1. The responsibility for financing the basic support of Indians in public school is exactly the same as that of the responsibility of any other student: It is a state responsibility.
 2. In most Indian districts there is a lack of adequate tax base to provide for basic support. P.L. 874, Impact Aid, should make up for such inadequacies. Therefore full funding of P.L. 874 is required.
 3. "The 1970 Survey of Comprehensive Education" shows that 62% of classroom teachers for Indian children have no training in teaching academically disadvantaged students.
 4. The same survey showed that over 46% of 6th grade Indian students had critical needs in basic foundation subjects and 50% of such children had cultural identity problems.
 5. Such needs can be reasonably projected to other grades. Such a projection indicates that one-half or approximately 160,000 Indian children have critical needs for compensatory and culturally related programs.
 6. A guideline for establishing a dollar amount for dealing with these needs is the figure of \$1800.00 to \$2000.00 used by USOE for the follow-through project.
- The following recommendation is that from the paper presented to O.M.B. in October of 1973.

RECOMMENDATIONS (FROM 1973 PRESENTATION)

1. Continued funding of Johnson-O'Malley programs.
2. Full funding of Public Law 81-874 (SAFA).
3. Full funding of IEA title IV, Public Law 92-318 according to the following schedule:

	[in millions]		
	Part A	Part B	Part C
Fiscal year:			
1975.....	\$80	\$35	\$5
1976.....	120	50	10
1977.....	160	50	15
1978.....	200	50	15

TITLE IV, PUBLIC LAW 92-318 IS THE ONLY FEDERAL PROGRAM DESIGNED TO MEET THE SPECIAL EDUCATIONAL NEEDS OF EVERY INDIAN CHILD

We have not used the figure of \$1,800.00 to \$2,000.00 in the above recommendations. Even using the recommendations for FY '78 of a total \$265 million dollars and the 1970 figure of 300,000 Indian students, we arrive at a figure of approximately \$880.00 per student which when added to the average P.P.E. in Indian school districts including JOM, SAFA and Title I Federal monies, we arrive at a total of approximately \$1500 per student. We will not go into this breakdown at length. We feel what is most important at this time is the acknowledgement by the Administration of its responsibility and the finances needed to meet that responsibility. We have demonstrated that Title IV is not a duplication of existing efforts, in fact existing efforts no way approach meeting Basic Operational Needs. We believe that Title IV at this point is the only Federal program which has the potential for addressing the special needs of all Indian children. We have limited ourselves to a discussion of financial needs although we indicated a need for a serious look at safeguards or control by the Indian community. We believe that Indians should control the Educational Institutions in their communities. For that reason we do not endorse Title IV, JOM, SAFA or any current Federal program as the ultimate answer. We would be happy to work with both the Administration and Congress to develop a more adequate legislation that includes both

Federal Responsibility for Financing as well as adequate safeguards in terms of Indian control.

CONCLUSION

We hope that you consider this presentation to you today as only the beginning of an effort to address the issues which we have listed as Today's Issues. We hope to refine the rationale above so that it makes more sense to the respective budget decision-makers. We hope we can continue to work with you toward a realization of an adequate source of finance for Indian Education as well as an efficient and effective Indian Educational system.

THE NEED FOR FULL FUNDING OF FEDERAL INDIAN EDUCATION PROGRAMS

INTRODUCTION

The purpose of this paper is to provide a document essentially duplicating our oral presentation to the Office of Management and Budget on October 4, 1973. The presentation was made with a set of visual aids outlining a rationale for full funding not only for Title IV, P.L. 92-318, The Indian Education Act, but also a rationale showing the need for continued funding of the Johnson O'Malley Act, and P.L. 874, Impact Aid. For this reason, I will reproduce the content of the visual aid and provide a summary of the accompanying oral presentation.

Although a recommendation is included for funding through Fiscal Years 1975-1978, this recommendation was made primarily for the O.M.B. planning process and by no means indicates that we are not recommending full funding for FY 1974. The Congress has voted to appropriate 40 million dollars for FY '74; 25 million for part A, 12 million for part B, and 3 million for part C. If the President does not include this amount in his FY '74 budget message to Congress the Indian Community will be in exactly the same position we were in last year which resulted in an anti-impoundment lawsuit culminating in the Court ordering the Office of Education to release the 18 million dollars appropriated for FY '73. We are therefore emphatically recommending that the appropriated amount be included in the expenditures projected by the Administration for FY '74. We will note here that the present authorization is for three years, FY 1973 through FY 1975. Our understanding from discussion with the Congressional people is that the Bill will be reauthorized thus we have projected beyond FY 1975. Part D of the Act establishes the Office of Indian Education, the Administrative arm of O.E. which administers the Indian Education Act, in addition it establishes the National Advisory Council on Indian Education. Part D states, (d) "From the sums appropriated pursuant to section 400(c) of the General Education Provisions Act which are available for the purposes of section 411 of such Act and for part D of such Act, the Commissioner shall make available such sums as may be necessary to enable the National Council to carry out its functions under this section." We had not included in our initial presentation the amount of money necessary under part D to Administer the program as well as to carry out the activities of the National Council. After consulting with the Executive Director of the National Advisory Council on Indian Education we understand that the minimal figure for carrying out the duties of the National Council as required by law is an initial \$260,000.00 with a projected 5% increase per annum. We understand also that the Office of Education has projected a 2.5 million initial annual administrative budget for carrying out this program. However, since this Administrative figure must be justified by O.E. we would rather not make any projections for the Office of Education.

The almost unanimous support by the Indian Community for funding and implementation of the Indian Education Act as documented by the history of the appropriations process, the lawsuits, the application process for grants and entitlements, as well as the unanimity of support for this presentation is a phenomenon that can only be understood by a careful consideration of the facts herein presented.

INDIAN EDUCATION

The purpose for this presentation is to focus upon one subject: *Indian Education*. We will further restrict our focus to Indian Education in Public Schools. This will become apparent as we proceed through the presentation.

WHO PARTICIPATES IN INDIAN EDUCATION

1. The Federal Government:

- (a) Interior;
- (b) H.E.W.; and
- (c) U.S.D.A.

2. State Educational Agencies.

3. Local Educational Agencies.

4. Private Organizations.

By participation we mean the Agency either provides funds for the operation or support of Schools attended by Indian children and/or actually operates the School.

The Federal Government participates through the Interior Department's Bureau of Indian Affairs in the actual operation of B.I.A. Schools. It provides Johnson O'Malley monies to public Schools and contracts with a token number of Indian Communities which run their own School operations. We will not discuss the B.I.A. participation in Indian Education today, although we fully intend to address ourselves to this subject and hope to be able to make a presentation to you focusing on the B.I.A. Educational Effort in the very near future.

The Office of Education in H.E.W. participates through various programs, primarily Impact Aide, PL-874, and the most recent and controversial being The Indian Education Act, Title IV, of PL-92-318.

The Agriculture Department participates to the extent that School lunch programs find their way into Schools attended by Indian students.

Other participation is by State, local and private organizations: These are the participating Agencies but where does the primary responsibility lie?

WHO IS RESPONSIBLE FOR INDIAN EDUCATION?

The Federal Government provides Education to all Indian children. Non-Indian children are the responsibility of the residing state.

Has the Federal Government met its responsibilities in Indian Education?

No! The American Indian is the most abandoned member of society. The Federal Government is retreating by turning its responsibilities over to state and local governments without proper financing and safeguards.

The Federal Government is responsible for educating all Indian children. This responsibility is attested to by the treaty documents between Indian tribes and the Federal Government all the way back to treaties which were signed by George Washington. In every instance every treaty wherein the United States gained territory for itself at the expense of Indian tribes a responsibility was acknowledged and promised by the United States to provide educational services to Indians. We can provide you with documentation of assertions later if you wish to dispute this but would like to proceed with our presentation based upon this principle.

Our second assertion is that the Federal Government has not met its responsibilities. It has not provided an adequate *Financial base*, nor has it provided a *Mechanism* with adequate *safeguards* to insure that the dollars appropriated for Indian Education are indeed used for that purpose. These are two very important subjects which must be discussed. We can reduce them to a) School Financing and b) School control. In this presentation we will focus upon the first, that is School Financing. Again we have many things to say about School Control—particularly from the vantage point of the Indian School Boards represented by the Coalition of Indian Controlled School Boards, but feel that another meeting should be to discuss this problem. We will dwell briefly upon the problems which accompany lack of control.

Federal domination and State control retards progress of Indian people. Indians are deprived of opportunity to develop leadership skills for self-government. Indians need effective voice to plan and implement educational programs for Indian needs and goals.

This administration has acknowledged this in the principle of Self-determination without termination. Indeed the President has asserted in his historic declaration of Indian policy in 1970: "Consistent with our policy that the Indian Community should have the right to take over the control and operation of federally funded programs, we believe every Indian community wishing to do so should be able to control its own schools." In spite of the statement of policy and the support of that policy by the Indian Community as a whole, we continue

to struggle along with only superficial acknowledgment of these principles by the Governmental Agencies. We believe that the key to lasting development of the Indian people is an Educational program adequately financed by the Federal Government in accordance with its responsibilities but of equal if not greater importance, adequately controlled by the Indian Community.

INDIAN YOUTH PROFILE

300,000 Total—Of these: 52,000 on reservations attend B.I.A. schools; 18,000 on reservations attend mission schools; 100,000 on reservations attend public schools; and 130,000 off reservation attend public schools.

Student achievement is below all other minority groups.

Pre-high school graduation drop-out estimates range from 45% to 62%.

Drop-outs begin in 4th grade.

The figures which we are presenting here are from an Administration Study conducted by H.E.W. initially entitled "The 1970 Survey of Comprehensive Education" and are taken from the chapter devoted specifically to Indians. This survey has been renamed and is now under the jurisdiction of the National Center for Educational Statistics. You will note that 230,000 of 300,000 total Indian students in 1970 or more than 75% of the total Indian student population attended public schools. We can state without hesitation that there is adequate documentation both in this study as well as other studies that student achievement is below all other minority groups. We think that the Pre-high school graduation drop-out estimates are low. We know of a community on the Pine Ridge Reservation which graduates from High School only 10% of those students who enter first grade. Why is this the case?

62% of classroom teachers for Indian children have no training in teaching academically disadvantaged students.

70% of classroom teachers for Indian children have had no parental contact.

Ethnic background of classroom teachers of Indian children: 14% black; 78% white; and 8% other that is, Spanish surnamed, Oriental and Indian. (We estimate the figure for Indians to be $\frac{1}{2}$ of 1% to a maximum of 2%.)

Whatever be the outcome of a detailed causal analysis of the phenomenon of the unusually high drop out rates of Indian students we would predict that the statistics quoted from the same study are indicative of one of the root causes. Teachers of Indian students are not prepared to teach Indian students nor do they have any awareness of the particularly unique family and tribal structure of Indian students. The relevance of Indian teachers vs. non-Indian teachers in an Indian school is not quantifiable if we measure only formal teaching techniques, intelligence, and acquired knowledge. Yet we believe it can be shown that an understanding of a child's home situation and an appreciation of his emotional needs relative to classroom and group learning situations must be a prerequisite for any teacher of Indian students. An effort must be made to both increase the number of quality Indian teachers in Indian schools as well as to re-educate the 98% of non-Indian teachers of Indian students to their special needs. We added our estimate of the percentage of Indian teachers to the above figures based on a known figure that $\frac{1}{2}$ of 1% of teachers of Navajo children are Indians.

INADEQUATE TAX BASE

75% of Indian students live in districts with a State and local per pupil expenditure less than \$300 without Federal support.

Example: Hammon, Oklahoma: 100 children; 50 white, 50 Indian.

State and local support.....	\$300.00
BIA (Johnson-O'Malley).....	150.00
Public Law 874 (SAFA).....	100.00
ESEA title I.....	50.00

Total PPE..... 600.00

State of Oklahoma PPE..... 600.00

CONCLUSION: SYSTEM NEEDS NOT MET WITH FEDERAL SUPPORT AT PRESENT LEVEL

The 75% figure quoted above is taken from the report issued by the "PRESIDENTS COMMISSION ON SCHOOL FINANCING." We want to call your attention to the fact that 75% of Indian Students live in districts with a per pupil

expenditure of less than \$300.00 per student. The National average is \$860.00 per student. The same study shows that the tax effort, that is, the rate at which property is taxed in these same districts is the highest in the Nation. As an example North Dakota has the highest tax effort in the Nation, and yet has one of the lowest P.P.E. in the Nation. We can give you an immediate answer to the question why? Such School Districts are taxing property which the United States Government *originally* set aside as Indian Country or Reservations. To the extent that the non-Indian has acquired this property within boundaries still designated as Reservations, to that extent the land is taxable. It was the United States Government own estimation that the land was worthless in the first place that led to its being designated as *Reservation*.

We want to emphasize that we are not a public school district lobby. I personally find it extremely repugnant to be placed in the position of arguing for funds to go to public-school districts. Yet our basic argument is not for funds for public school districts but rather for funds to address the needs of Indians students who in fact attend public schools.

Turning to our example: Hammon, Oklahoma. We used this school both because the per pupil expenditures are ideal for demonstrating our position, but also to show that this is the root cause of an IRREVERSIBLE BREAK that has occurred in the community. As of this date the Indian community of Hammon has broken off from the school district to start its own school. The Federal monies are intended to provide for special needs of Indian students. The Indian Community is aware of this and have asked the School Board and Administration to render an accounting of expenditures, to provide them with some measure of control and to employ members of the Indian community in the school. The RESPONSE from the School Board was negative, in fact repressive to the point where Indian children were subjected to abusive treatment by teachers and administration. In no way can we justify that schools response to the legitimate concerns of the Indian Community but we can offer a reason for their panic. They are using the Federal monies for basic school operations because they simply have no other source of revenue. Even maintaining J.O.M., Impact Aid, and Title One at present level that school still doesn't have a per pupil expenditure equal to the state effort not to mention the national effort. We want to see a maximum tax effort in these districts and believe there should be an evaluatory mechanism yet at the same time we acknowledge the fact there simply isn't enough taxable property, NOR does the answer lie in an effort to tax Indian lands which such counties engage in. This is a Federal Responsibility which must be addressed by the Federal Government.

SIXTH GRADE INDIAN STUDENT NEEDS

	Percent
Reading assistance.....	46
Mathematics tutoring.....	47
Language assistance.....	47
Cultural identity problems.....	50
Health problems.....	21
Psychological counseling.....	21
Malnutrition.....	3

The figures above represent figures for critical needs of sixth grade Indian students as cited in the 1970 Survey of Comprehensive Education. The figures were obtained by a Survey of Teachers in Schools teaching throughout the nation. There were small variations from region to region. The above figures are a means of the needs in each region. We will acknowledge that the figures are the assessment of teachers who for the most part don't understand Indian students in the first place, yet they still are indicative of critical needs. We also point out that a significant amount of Indian students have dropped out of school before reaching the sixth grade. The percentages above indicate that the teachers assessment is that 46% of Indian students need special assistance in reading, 47% of Indian students need special tutoring in math. Without belaboring this point we would say that without this special assistance as we progress through the grades from 1st to 12th grade it would not be unreasonable to project that these figures can be applied to all Indian students.

Given this assumption it would not be unreasonable to project that 47% of the 500,000 Indian students or 141,000 Indian students need special assistance in language and math. Given the above assessment by teachers as well as the drop-

out rates. We don't think you will argue with us that there are no special needs of Indian students. What it will cost to deal with these needs?

RECOMMENDATIONS

1. Continued funding of Johnson-O'Malley programs.
2. Full funding of Public Law 81-874 (SAFA).
3. Full funding of IEA title IV, Public Law 92-318. According to the following schedule:

(In millions)			
	Part A	Part B	Part C
Fiscal year:			
1975.....	\$80	\$35	\$5
1976.....	120	50	10
1977.....	160	50	15
1978.....	200	50	15

TITLE IV, PUBLIC LAW 92-318 IS THE ONLY FEDERAL PROGRAM DESIGNED TO MEET THE SPECIAL EDUCATIONAL NEEDS OF EVERY INDIAN CHILD

We have not used the figure of \$1,800.00 to \$2,000.00 in the above recommendations. Even using the recommendations for FY '78 of a total \$265 million dollars and the 1970 figure of 300,000 Indian students. We arrive at a figure of approximately \$880.00 per student which added to the average P.P.E. in Indian school districts including J.O.M., S.A.F.A. and TITLE I Federal monies, we arrive at a total of approximately \$1500 per student. We will not go into this breakdown at length. We feel what is most important at this time is the acknowledgement by the Administrator of its responsibility and the financial costs to meet that responsibility. We have demonstrated that Title IV is not a duplication of existing efforts, in fact existing efforts no way approach meeting Basic Operational Needs. We believe that Title IV at this point is the only Federal program which has the potential for addressing the special needs of all Indian children. We have limited ourselves to a discussion of FINANCIAL NEEDS although we indicated a need for a serious look at Safeguard or control by the Indian Community. We believe that Indians should control the Educational Institutions in their communities. For that reason we do not endorse Title IV, J.O.M., S.A.F.A. or any current Federal Program as the ultimate answer. We would be happy to work with both the administration and congress to develop a more adequate legislation that includes both Federal Responsibility for Financing as well as adequate safeguards in terms of Indian control.

Because of special needs and basic financial support, adequate services will cost \$1,800.00 to \$2,000.00 per child.

FINANCIAL REQUIREMENTS

Because of special needs and basic financial support, adequate services cost \$1,800.00 to \$2,000.00 per child.

We have quoted from documents which substantiate the fact of critical needs in Indian Education. How can we put a cost figure to these needs? Again we turn to an effort by the Federal Government to deal in a comprehensive manner with all the needs of students in a select number of school sites. The follow through Program administered by the Office of Education has set a figure of \$1,800.00 to \$2,000.00 per child to provide what is hoped to be comprehensive services which meet student special needs as well as provide BASIL FINANCIAL SUPPORT. We think this is a low figure for Indian schools yet it is a figure used by the Administration and we feel that you can more readily accept it as justifiable.

ACCOUNTABILITY IN INDIAN EDUCATION

Statutes Providing for Indian Education Passed Pursuant to Treaties or to Set National Policy:

Indian Civilization Fund, Act of March 30, 1802 2 Stat. 139, 143.

Initial Authority for Federal Responsibility in Indian Affairs: Education—U.S. Constitution—Article I, Section 8, Clause 3 (Commerce Clause).

Treaties with Education Provisions: Dec. 2, 1794 with Delaware Tribe 7 Stat. 47.

Johnson-O'Malley Act. Act of April 16, 1934, Stat. 596, 25 U.S.C. 452-454. Authorizes Secretary of Interior to contract with States for Education of Indians.

Principal Authority Currently Relied On: Snyder Act, Act of Nov. 2, 1921, 42 Stat. 208, 25 U.S.C. 13 and BIA "shall . . . expend such moneys as Congress may . . . appropriate, for . . . Indians throughout the United States for . . . general support and civilization, including education."

THE BIA DOLLAR—WHERE IT GOES

	Number of students	Fiscal year 1974 expenditures
Public schools (JOM).....	93,800	25,187,000
BIA boarding schools.....	32,200	109,228,300
BIA day schools.....	15,800	4,500,000
Indian community schools.....	4,600	18,892,100
Higher education.....	13,000	33,193,000
Other.....		
Total.....		181,000,400

BIA SCHOLARSHIP STATS BY CALENDAR YEAR

	1971	1972	1973
Funding level.....	6,098,000	15,248,000	19,956,000
Enrollment.....	6,623	10,500	14,000
Average grants.....	907	1,272	1,300
Dropouts (percent).....	4.3	14.2	14.3
Number of graduates.....	345	707	1,200

	Number
Total staff.....	7,735
Permanent staff authorized.....	4,000

	Total now	Vacancies	Percent Indian
Education specialists.....	657	249	20
Education administrators.....	186	107	16
Instructors.....	2,377	323	16

Other positions.—Feeding operations, Clerical, Transportation, Maintenance, Visual Aides.

Fiscal year 1974: Authorized Full-time Permanent Positions.

Summary of figures

Under the job category of "Program Direction and Administration" more than half (56%) of the job categories are administrative slots with the balance allocated to actual program development positions.

The ratio of instructional technicians, i.e. writers and audio visual specialists, to instructional staff is 1 technician to every 589 instructional slots.

The ratio of Printing and Visual Aides personnel is 6 printing and visual aides slots to 3,300 instructional-program direction slots.

More full time staff positions are authorized in the job category "Feeding Operations", (759), than "Program Direction and Administration" and "Printing and Visual Aides" combined, (663).

The printout does not detail how these jobs are distributed by regional office or geographic area so it is not possible to determine the ratio of staff slots to pupils served or whether there are discrepancies in staffing patterns between regions.

State	JOM students	Funds
Kansas.....	227	\$80,000
Florida.....	261	20,000
Alaska.....	7,717	4,712,975
Arizona.....	18,270	3,735,000

Re: JOM funds expended in Orange County.

According to Oklahoma census figures for 1970:

The total Indian population of the state was 97,179;

The median age for the Indian population was 23.3 years old; and

Of the total number of Indians in the state, 34,110 persons were between the ages of 5 and 19.

According to these census statistics, Tulsa SSMA which takes in all of Osage County has a population of 6,876 children under the age of 18 who are designated by the race category "Other". Although the category includes groups other than American Indian children.¹

If this is the case, with several hundred school-age children in the Osage County areas, why are only 34 children listed as receiving JOM funds in the BIA fiscal reports?

STRUCTURAL INADEQUACY

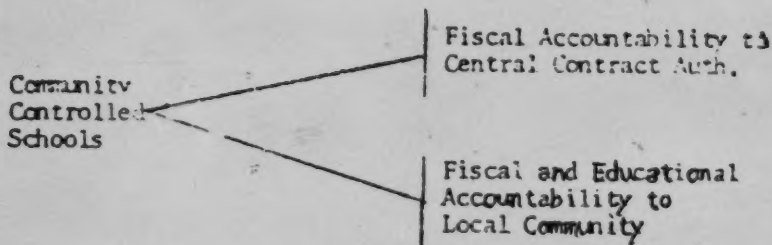
Educational Accountability

Fiscal Accountability

BIA Administration _____ → Survival of
Bureaucracy

Public Schools _____ → Reduction of
Tax Effort

BIA CONTRACT SCHOOLS



OUR RECOMMENDATIONS

- I. Improved Contracting Procedures (BIA).
- II. Improved Budget Review (BIA).
- III. Update Plans for Higher Educations:
 - Projected Enrollment 30,000 Students;
 - Increase Appropriations Schedule; and
 - Support Indian Community Colleges.

¹ According to the map printed by Social and Economic Statistics Administration, Bureau of Census (1970), there are 2,500 to 9,999 American Indians residing in Osage County, Oklahoma.

- IV. Phase-out of BIA Education Administration.
 V. Establish Full-scale Contracting Capacity.
 VI. Task Force Review of BIA.

According to the latest statistics, there are 266 federally recognized Tribes and 216 Native Alaskan communities and approximately 93 non-federally recognized Tribes, bands or groups, all of whom are eligible for Title IV funds and should receive technical assistance.

The following chart indicates the number of Title IV program applications received by the Office of Education, the year, the total dollar amount requested, the number of grants funded, and the amount of funds available from Title IV. Also indicated on the chart are the number of Indian students and school districts that are eligible for Title IV funds as reported to the Office of Education.

(Dollar amounts in millions)

	Applicants	Amount requested	Number of grants	Amount available
Pl. B:				
1973.....	378	7	51	\$5.0
1974.....	435	\$61	136	12.0
1975.....	429	55	165	12.0
Pl. C:				
1973.....	7	7	10	.5
1974.....	113	39	42	3.0
1975.....	167	17	52	3.0
Pl. A:				
1973.....	507		436	11.0
1974.....	1,050		854	23.8
1975.....	1,203		845	22.5
Pl. A set-aside:				
1973.....	20	7	10	.5
1974.....	32	3.6	23	1.2
1975.....	33	5.1	(25) 26	2.5
			Indian students reported	Eligible school districts
Pl. A:				
1972.....			227,589	
1973.....			226,676	
1974.....			289,270	2,482
1975.....			339,104	2,970

**STATEMENT OF KARMA TORKLEP, LEGISLATIVE CHAIRPERSON,
 NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION, ACCOMPANIED BY DAVE RISLING, DANIEL PEACHES, AND DORRANCE STEELE**

Ms. TORKLEP. First, I would like to introduce those members of the council who are with me. To my left is Daniel Peaches, a Navajo and a member of the State House of Representatives of Arizona. To my right is Mr. David Risling from California. To my far right is Dorrance Steele, our acting executive director.

I have a summary of my full statement, which I will present to you.

The National Advisory Council on Indian Education was created by the Indian Education Act of 1972 to meet the special educational needs of Indian students by providing financial assistance to local educational agencies, to develop and carry out elementary and secondary school programs specifically developed to meet the special educational needs.

Part B of the act requires that the Commissioner must provide grants to tribes, tribal educational agencies and organizations to imple-

ment programs to improve educational opportunities for Indian children, and adults.

Public Law 92-318, title IV, is generally recognized as one of the most significant pieces of legislation dealing with Indian education ever passed by the Congress of the United States.

The thought may be expanded to all legislation dealing with education because it provides for those being served making the decisions for what they believe is necessary to make a difference.

It penetrates deeper than ever before by giving control at the local level to the people it intends to serve. It causes public school districts to develop a positive relationship to Indian communities.

This is a new era in the lives of American Indians. Historically, we have been shut out in planning programs, developing budgets and sharing in the decisionmaking process, which is so common to Anglo communities.

The benefits of legitimate involvement cannot be easily measured, however, if one witnesses the enthusiasm, knowledge, and determination of local Indian education committees, one cannot help but believe significant phenomena are occurring.

One of the greatest contributions a parent can make to his child is positive reinforcement. The encouragement, understanding, and assistance of these parents involved, will, in the council's judgment, prove to be an invaluable contribution to their child's educational success.

Public Law 92-318 allows for the first time in the history of the Federal Government-Indian relationships, services to go to nonreservation Indians. Indian people, wherever they reside, are now eligible to participate in programs designed to meet their needs.

There is a great deal of debate in regard to duplication of funds between Johnson-O'Malley, title IV, and the ESEA title I programs. While no accurate information is available, preliminary inquiries indicate that this is not the case.

A study by the Office of Education and the Bureau of Indian Affairs has been completed, and the study indicates that there is no duplication of funds.

The advisory council is extremely disappointed that our original independent status was taken away from us by the Office of Education; that it took 2 years to get the Deputy Commissioner named; and that there has never been sufficient funding of the Indian Education Act.

We have only received 10 percent of the authorized funding, and this has seriously handicapped the development of educational programs for Indian communities. The council in responding to the Indian communities, tribes, and national Indian organizations urgently requests Congress to fund title IV, parts A, B, and C, of the Indian Education Act at no less than 50 percent of its authorization.

Part A would be \$180 million; part B, \$17.5 million; part C, \$4 million; part D, \$2.7 million, and part E, 1974 amendments, \$4 million, for a total of \$208,200,000.

Since the initial funding of the Indian Education Act, an evolving practice has arisen within the Office of Education which dilutes the appropriated budget sums of title IV. It is an internal cabal whereby

Indian related programs are being shifted to title IV which, in turn, becomes a form of supplemental funding to these other programs to the detriment of the intended beneficiaries of title IV.

This, of course, violates the very heart of the reason Congress goes to such pains to carefully identify line items in agency budget.; to restrict the latitude and practices of the bureaucracy's unauthorized manipulation of their budgets.

In the case of title IV funds, various programs for vocational, adult, and other forms of training that would ordinarily qualify for other Office of Education program funds are being shunted over into title IV programs.

The council is drawing special attention to this practice not so much in that the council in any way begrudges the funding of other than title IV programs, but for the reason that has been made so emphatically in other parts of this report: there is already a critical shortage of Indian education funds available and this practice further compounds the problem.

In addition to the above, most of the existing programs within the Office of Education are not serving Indian institutions or Indian communities. Most Indian communities and Indian institutions are not even aware that such programs exist. Others who attempt to seek funds, find that they are usually turned down for any number of reasons.

The main reasons are generally connected with rules, regulations and criteria used for selection which are all oriented toward the non-Indian programs. Since Indians cannot get much funds under this system, Congress should insist that Indian people be employed in every program within the USOE and that a part of every program have a special set aside for Indian people.

A case in point, the vocational education programs within the Office of Education which do little or nothing to train Indian people in vocations that would allow them to be employed in the community in which they reside.

The regulations on the act must be changed to allow Indian people to plan and decide for themselves the kind of programs needed for their people. It may also require that special kinds of vocational programs be set up on or near Indian communities.

The council is especially concerned about bilingual/bicultural education. Indian languages are an extension of Indian culture. Denial of Indian languages thus is denial of Indian culture.

Bilingual/bicultural programs need to be redesigned to allow for Indian language development by Indians not by non-Indian linguists.

Because only a small percentage of Indian people have graduated from college, emphasis should be placed upon programs which are designed to encourage Indians to seek higher education.

Indian colleges, located on or near Indian communities, should be given a preference in funding or special funds set aside for this purpose.

Any number of studies on Indian education have been authorized by Congress, the most recent being by Public Law 93-380. The council has gone on record requesting that primary contracts go to Indian organizations, that the instrument used to be drawn up by Indians, and that Indians be involved in drawing conclusions and making recommendations.

We make an earnest appeal to Congress to:

One. Restore the council's originally intended and independent status which has been usurped by the bureaucracy.

Two. Authorize its separate and direct funding.

Three. Understand, protect, and improve the uniqueness and quality of the Indian Education Act.

Four. Hold the Office of Education stringently accountable for the proper implementation of the Congress Indian education policies.

Five. Insist that Indian people be employed in every program within the U.S. Office of Education, and that part of every program have a special set-aside for Indian programs.

Six. Insist that the Office of Education changes in the regulations for disbursing vocational programs on or near Indian communities can be specially designed to meet the needs of Indian people.

Seven. Insist that U.S. Office of Education bilingual/bicultural programs be redesigned to allow for Indian language development by Indians, not by non-Indian linguists.

Eight. Insist that U.S. Office of Education give preference in funding to Indian-controlled higher education institutions or provide special set-aside funds for this purpose, and

Nine. Insist that studies or surveys made, concerning Indian programs, be contracted to Indian firms, organizations, or institutions to insure that the design, evaluation, conclusions, and recommendations are by Indian people who are intimately aware of the problems of Indian people.

The Council believes that the legislation passed in 1972 and amended in 1974 will have greater impact on Indian education than any other law passed by the Congress. The potential is definitely there and it remains to be seen if the U.S. Office of Education under new leadership can fulfill its role by properly utilizing this Council's advisory capacity.

Mr. Chairman, this concludes our statement on behalf of the National Advisory Council on Indian Education. Sincere and special thanks for this opportunity to present these vital concerns.

Mr. MEEDS. Thank you very much.

You mentioned earlier in your testimony that there had been a study about duplication of funding. Is that under 874, and is this the one that was done at the behest of the Appropriations Committee of the House?

Ms. TORKLEP. That was a study of title I, title IV, Johnson-O'Malley and Public Law 874. We understand that it was requested by the Appropriations Committee.

Mr. MEEDS. It concluded that there was no duplication?

Ms. TORKLEP. Overall, generally speaking, there was no duplication of funds.

Mr. MEEDS. You talked about the shunting off to title IV programs which should ordinarily be under other titles, or under other programs. Could you give me some concrete examples of that, please?

Mr. STEELE. About 18 months ago, I had the opportunity to meet with several council members and the Commissioner relating to higher education programs where there were Indian participants. The Office of Education would not fund this program after the third year, stating that we should look to title IV funds, not realizing at the time that title

IV funds totaled, under part B, \$61 million, but there was \$12 million available to fund other programs that the Indians felt were a priority.

Mr. MEEDS. What was this higher education program?

Mr. STEELE. The higher education program was to train Indian administrators and this was funded through Indian Education Professional Development Act. The BIA participated in that program, and the Office of Education, at that time, said that they could turn to title IV funds.

On the other hand, the Bureau of Indian Affairs stated that they would continue to fund, if the Office of Education would put in their share.

Ms. TORKLEP. Also with the bilingual program, title VII, a lot of those programs are being told to apply for title IV. They seem to be deemphasizing in title VII programs, Indian involvement, and this is one area of particular concern.

Mr. MEEDS. This is one area where we find that by enacting special legislation for the benefit of a certain segment of the society they may, in fact, be getting hurt in other programs, which heretofore applied to them.

Ms. TORKLEP. Yes.

Mr. MEEDS. Would you be so kind as to furnish the committee with other examples of this in some detail. If there is no objection, it will be made part of the record after the testimony.

[Information requested by subcommittee but never submitted.]

Mr. MEEDS. The Chair recognizes the gentleman from Minnesota, Mr. Quie.

Mr. QUIE. Thank you, Mr. Chairman.

It is my understanding that you do not have any responsibility with regard to BIA programs?

Ms. TORKLEP. But it is stated in the legislation that we ought to have the responsibility to advise with respect to the Office of Education programs. So, it is pretty specific.

Mr. QUIE. Do you think that it would be good, when you look at the total education, if your council could also have some responsibility with respect to BIA programs?

Mr. RISLING. The council has not taken a stand on this. I think that we should look at the total education in any case, when we are dealing with education. We can look at the total, and BIA programs can be looked at by someone who is in that field.

Mr. QUIE. The Office of Education not only involves public schools for Indians, but also BIA-run schools, to some extent. You got title I moneys, for instance.

Ms. TORKLEP. The title I moneys are handled through the Office of Education and the Bureau of Indian Affairs. So, those programs are dealt with. For example, I worked with the title I program in Raymond, N. Mex., and all of our criteria that was drawn up for submitting applications, and everything, were through the Bureau of Indian Affairs. We went to the Bureau for the funds, and we had no dealings with the Office of Education on those moneys that are set aside for the Bureau under title I.

Mr. QUIE. Once funds leave the Office of Education, you have no responsibility to OE?

Ms. TORKLEP. We had the Albuquerque office, and we did not deal with them. In fact, the whole procedure and everything were all outlined by the Bureau of Indian Affairs for the submission of title I funds. It now appears to be slightly different from my previous experience with title I funds.

Mr. QUIE. The Indian Education Act would give this council responsibility to advise concerning programs that are funded through the Office of Education. Is it now within the act, as you see it, that you should not have responsibility once programs leave the Office of Education and go to the BIA?

Ms. TORKLEP. That is a good question. It has never been brought to the Council for us to take a position on.

Mr. QUIE. My hope is that the difficulty we ran into when the legislation was passed in 1972—when we then had two committees as well as two agencies of the Federal Government dealing with Indian education—will be overcome and that jurisdictional disputes will be erased, in part, by the oversight and recommendations of your Council.

Now this has been corrected on the House side, where this committee now has responsibility over Indian education, and we can address ourselves to the entire question without running into that jurisdictional dispute.

I am convinced that it is necessary for us to hear from individuals like yourself and your council, made up of 50 people who are Indians rather than white people, who are studying Indian problems. I would like to see the responsibility of the Council expanded.

Mr. PEACHES. I would like to point out that the Office of Education study on the question of duplication of funds. One of the conclusions that resulted from the study is that there are no duplications of service and funds, but the whole program in BIA and Office of Education needs to be better coordinated. I think that this was the result of the study.

Another thing, the chairman asked for some area where the title IV moneys are being siphoned off into other programs. An example came up on the Navajo Reservation, where the Navajo Tribe has applied for title IV adult education programs, simply because the BIA has also adult education programs.

However, their programs are designed by the Bureau for specific purposes, and the Navajo Tribe wanted to design adult education programs to train teachers, adult education teachers from the Navajo people, because there were no such trained Navajos in that particular area.

So they used title IV funds to start training Navajo teachers. The Office of Education, after its first year of funding of the project, did not refund the second year. It is a 3-year program, and the Office of Education failed to refund the second year of the project. The net result is that the whole thing collapsed after the first year.

The tribe asked for justification, and the Office of Education people gave the reason that the BIA has resources for adult education, and that the tribe should use it. So, this is another instance.

Mr. MEEDS. This is the kind of illustration that I am going to want.

I will now have to interrupt you, because we are going to have to go and answer the quorum call. We will be in recess for 10 minutes.

[Whereupon, at 10:15 a.m., the subcommittee recessed, to reconvene at 10:25 a.m., the same day.]

AFTER RECESS

Mr. MEEDS. The subcommittee will resume its hearing.

Mr. PEACHES. Mr. Chairman, I would like to impress upon the members of the subcommittee the fact that the National Advisory Council on Indian Education is very concerned about the manner and the method by which resources are allocated to the Indian people for education.

We feel that there can be better coordination of existing resources even though we recognize that there are many areas where funding needs to be increased. I think that the first priority is to set up a mechanism between BIA and the Office of Education to better coordinate their available resources so that the moneys that they have can do the most good in the areas of educating the Indian children.

I think the Advisory Council is in support of this better coordination of resources. I think that it is not so much giving the Council more authority, it is to get those agencies to start coordinating their activities in a more harmonious way, and less concern about jurisdiction and what have you.

Mr. MEEDS. If I may interrupt. Somebody mentioned something that wanted to get to. I think you mentioned the money being oriented, and I assume that you are talking about title IV funds, money being oriented toward non-Indian programs. Did you not state that?

Ms. TORKLEP. I don't think so.

The title IV funds have gone very much toward Indian education.

Mr. MEEDS. Did you mean all education.

Ms. TORKLEP. We were concerned that in the Office of Education, general programs, the rules and regulations the way they are designed, for example, adult education, are designed in such a way that the Indian programs do not fit into that.

The orientation is toward the Anglo type of program. We were asking for a new look by the Office of Education, so that programs in adult Indian education could be funded.

Mr. MEEDS. Please go ahead, sir.

Mr. PEACHES. Also it has been our experience in the past 2 years that the Council has been in existence, that even within the Office of Education there are programs outside title IV that Indian children can benefit from, and are entitled to.

Nevertheless, we have asked the Office of Education to tell us how those funds are being used, and where they are being used. We do not get the kind of cooperation that we would like to have.

We need that information as a Council in order to allocate our own resources that we are able to, under title IV. That kind of cooperation has to be improved within HEW, and I am sure that the same problem exists within the Bureau of Indian Affairs, and the State legislature. I know that when the State discusses education, the needs of its citizens, comes out the question of Indian children, and the State tends to say: "Well, this is the Federal Government's responsibility."

The State has certain resources which, by the mere fact that the Indian children live in the school district, they are entitled to. There needs to be better communication so that those resources can be better utilized for the Indian children.

Mr. MEEDS. You have the responsibility for evaluating programs and projects carried out under programs of the Office of Education, and disseminate the results of those evaluations. That is one of your charges.

Are you doing this, actually doing this?

Ms. TORKLEP. We are, in a limited way because of the limitation of funds that the Office of Education gives us.

Mr. MEEDS. How much funds were spent on the Advisory Council in fiscal year 1975?

Ms. TORKLEP. I would ask Mr. Steele, our expert, to answer that.

Mr. STEELE. The total budget this past year was \$228,000. About \$80,000 of that stays in the office for administration. The remainder goes in for council activities. One would be for onsite visitations to review projects, and the other to hold our meetings, to listen to the Indian communities express their concern.

Mr. MEEDS. How many meetings of the Council did you have last year?

Ms. TORKLEP. Six.

Mr. MEEDS. Where, here in Washington, D.C.?

Ms. TORKLEP. No; the only meeting that we had in Washington, D.C., was when we were in the process of reviewing title IV proposals. We had meetings in Oklahoma City, Denver, Bismark, and Orlando, and also in Anchorage.

Mr. MEEDS. What has been the average attendance at those meetings. Has it been pretty good?

Mr. STEELE. It has been very good.

Mr. MEEDS. Out of 15, what will you average at a meeting?

Mr. STEELE. Of the Council members, about 80 percent attendance.

Mr. MEEDS. Now at these meetings, do you also evaluate those programs and discuss the development of criteria for regulations and other administrative matters? What I am trying to find out, is the Office of Education really trying to involve you, and are you really involving yourselves in Indian education?

Ms. TORKLEP. The Office of Education is not involving us. We are trying to involve ourselves. Individual members of the council try to get out and make site visits to various programs that are funded, but due to the budget, it has been restricted to title IV, and no other types of programs.

When we have our meetings, we discuss this, and perhaps the greatest input is from the people who attend the meetings in the areas where we do have them, because we do leave time on our agenda, usually a day, where we listen to the people talk about their needs, the programs, what is going on with their programs, that type of thing.

We do have committees where we do break down our work, and there is one committee that does work that deals specifically with rules and regulations.

Mr. MEEDS. In what specific instance have you provided technical assistance to a local education agency in helping them to develop Indian education programs?

Ms. TORKLEP. That would depend on the council member. I, myself, have gone into schools in North Carolina and West Virginia where I have gone and met with the parents, sat down with them, and tried to go through what is the process of applying for proposals, what you need and try to help set up the program.

I have also, in New Mexico, gone for the part B, which is tribal organizations, and I have worked with the tribal groups. It depends on the different members and their time, and expertise.

I know that Mr. Risling has spent a great deal of time in California going out and giving technical assistance.

Mr. MEEDS. What would you estimate to be a reasonable sum for financing the council?

Mr. STEELE. We have submitted 2 years in a row \$692,548 which would enable us to conduct our activities. Of this, \$300,000 would go to providing technical assistance to those Indian tribes and Indian organizations, and those schools that are not now benefitting by title IV funds.

Last year, there were 584 school districts funded under part A, and there were approximately 2,900 eligible.

Mr. MEEDS. We heard testimony yesterday that one school district in California made an application for funds with one Indian student. The grant was for approximately \$141.

Mr. STEELE. In California, Alaska, and Oklahoma, the schools are eligible if they have one Indian student. The other States are different.

Mr. MEEDS. Is that fair and reasonable? It would cost you more money than \$141 to make an application, and for OE to process it.

Mr. RISLING. Let me speak to that. California, Alaska, and Oklahoma happen to have a different situation from the land base. As a matter of fact, the original Johnson-O'Malley was written for California to take care of these kinds of things because Indians were dispersed into schools in all the areas.

The Education Act was set up for "all Indians"; since a lot of Indians are scattered in small areas, we feel they have the right to some help also. If the school district wanted to spend money to get the \$141 or something, at least that school district would, then, get interested in that one Indian student, but that is very unusual.

It is not the general case. Most of the school districts that have applied have 50 or more students. This happens to be an exception to the rule, which makes good conversation in hearings like this. It is not the case, generally speaking.

Mr. MEEDS. Let us follow this "good conversation in hearings like this" a little further. You think there should be any limitation? I know you said that it helps to get the school interested in one Indian, and I think that it is very true.

Do you think, however, that an application for \$141 is a very viable kind of thing?

Mr. RISLING. I would not argue that case. All I am saying is that we make laws for all people, why deny some of the people? If you say that the limit is 50, why deny 49 people?

Mr. MEEDS. If you set the limit at 100, why deny 99? You have to set some limit somewhere.

Mr. RISLING. But the act is set up to benefit all Indians, and the economics set up who is going to apply in that particular area. If it is going to cost \$160 to apply for \$141, it is just commonsense that they would not apply for it. It would be very interesting to get the name of that school, visit that school, and find out what is happening.

I am going to look it up. If you want a report of what I can find out.

Mr. MEEDS. You ask the Office of Education, they are the ones who testified yesterday about it. I would appreciate hearing from you about it.

Mr. RISLING. I will get you that information.

I want to go one step further. We have a certain amount of unrest in the Indian communities when we go out and have hearings at the various places with the people. They are very incensed about not being funded.

It is very hard to talk to people who can show you more need than 90 percent of the district that is being funded because they don't have any technical assistance.

Mr. MEEDS. To seek the funding?

Mr. RISLING. Yes; to seek the funding, so they are continually coming to us and saying: "How come we don't get funded. You talk about needs, we have more needs than anybody else. So we are appealing."

I am appealing for this \$300,000 for technical assistance, which would allow some of those people to have Federal proposals prepared, which they are not able to do. A second thing is, even when we do this, then somebody else is going to get dropped off, when you go to the other people with the other people with the other needs, and we have to increase our budget continually.

I think that it was a sad state of affairs that we had the same amount of money this year that we had last year with inflation and everything else, plus the fact that the Indians are just becoming aware that here are some programs for them. They are applying for them only to find out that it is the same old story. They get all enthused, and then they cannot get any of it.

Mr. MEEDS. I wish I could spend more time with you, folks. It is very interesting testimony. Thank you very much.

At this point, the questions and responses thereto will be made part of the record.

[Information requested by subcommittee but never supplied.]

Mr. MEEDS. Next we have a panel composed of Ms. Jana McKeag, National Congress of American Indians; Mr. Ken Ross, National Indian Education Association; and Mr. Lawrence Snake, National Tribal Chairman's Association. Would you please come forward?

I see that there are two prepared statements here. Do all of you have prepared statements? Without objection, all of your statements will be made part of the record, and you may summarize them, please.

For those witnesses who will be testifying in the future and who are here in the audience, because of the limitation on time, it will be necessary that all of you summarize your statements rather than reading them for the record.

[Prepared statement of Kenneth Ross follows:]

PREPARED STATEMENT OF KENNETH ROSS, PRESIDENT, NATIONAL INDIAN EDUCATION ASSOCIATION

The Window Rock School District received a Title VII grant of \$250,000 for the school year 1974-75. Under the new guidelines for 1975-76, Window Rock had to compete as a new project again. We were informed that we scored 1½ points below the funding cutoff level.

The four reasons for which our project scored so low, as stated in a letter from the Title VII office, indicate the readers had no real understanding of the situation affecting Native American students in general and those attending the Window Rock School District in particular.

For example, our staff was considered not adequate, yet this same staff, consisting of ten people, six of them Indian, three with Master's degrees, had carried out a very successful program in 1974-75.

Another obvious example of lack of proper understanding was the statement that our program was not sufficiently restricted in size and scope to avoid jeopardizing effectiveness. We had discussed this question at length with the Title VII office in regard to the 1974-75 project. The desire of our Parent Committee was to provide the opportunity for as many students as possible to become involved. With a student enrollment that is 90% Navajo, we wanted to provide bilingual/bicultural educational opportunities to as many students as possible. The major means of doing this was through the use of closed circuit television. Millions of dollars have been spent in recent years to create bilingual television programming with very fine results. But none of this has benefitted Native American Students, unless they happen to speak Spanish.

In one year, we were able to move rapidly into actual television production, utilizing the expertise of our staff, community people, and quickness to learn of our students. We produced two weekly programs and a wide variety of specials. Our efforts were being looked to by other schools and by the Navajo Tribe as the potential source of television production that could be used throughout Navajoland.

Another area of criticism concerns the method of notification of projects that lost funding. We were not notified until the second week of July that we were to receive nothing. Our School Board, under state law must offer contracts to teachers on staff in April. Those teacher contracts under Title VII were marked "pending federal funding," however, being notified in July that they no longer had positions caused extreme personal hardship.

In June, 1975, we received permission to revise our Title VII budget in order to hold a summer workshop to develop materials and better prepare our staff. A great deal of effort was put into this workshop involving professional and paraprofessional staff members and students. A wide variety of bilingual/biliterate/bicultural materials were produced, including booklets, tapes, videotapes and displays. More importantly, all of the people involved became more enthusiastic about adopting these materials into the classroom and demonstrated a growing sense of confidence and competence in the ability to create an effective bilingual/bicultural education program. All of this has been virtually aborted by the cutoff in funds.

These factors and other problems relating to Title V have affected schools throughout Navajoland. Many projects have been eliminated before the opportunity to complete the five year cycle of funding. Other projects have received funding cuts. Yet new projects have been approved.

A major problem has been caused by the constant change in Title VII guidelines. They were changed for 1974-75; they were changed for 1975-76, now we hear that new guidelines are being developed for 1976-77.

Schools educating Native Americans have only recently become involved in Title VII programs. Fewer than 10 projects for Native Americans have been in existence as long as five years. In 1974-75, there were over 300 Title VII projects, fewer than 10 percent of them affected Native American students.

There has been a rapidly growing interest, created by the increasing involvement of Indian people in the operation of schools and by the success demonstrated by programs such as those at Rock Point, Arizona and other schools. However, creating successful Native American projects has several difficulties that apparently are not being fully understood or appreciated by the Title VII office.

The major problem encountered is the oral tradition of Indian languages. Although they have been given written form, this is still basically a new effort. Bilingual Indian students, it has been proven, can learn English much faster if they first learn to read their own language. But almost no materials exist. The comparatively small market for such materials has deterred commercial companies from being involved in producing bilingual/biliterate Indian materials. Yet a great deal of Title VII money has gone into simply revising and changing biliterate materials that already exist in languages for which there is a large market and for which a wide array of materials are being produced commercially.

There has been an increased emphasis under Title VII to develop Regional General Assistance Centers, Materials Development Centers, and teacher training projects. To a large degree these seem to be a result of the desires of universities to belatedly jump on the funding band wagon. Especially in regard to Native Americans, few universities can be credited with providing past leadership or

making any great effort in bilingual education. The major accomplishments have been made in the past at the local school and tribal level. Now, with more funds being made available, the universities are saying, "Let us help you." We doubt if they can offer much of value in comparison to the money that will go to them.

Mr. MEEDS. Please proceed. Who is going to be the initial spokesman?

STATEMENT OF KENNETH ROSS, PRESIDENT, NATIONAL INDIAN EDUCATION ASSOCIATION

Mr. Ross. My name is Kenneth Ross. I am currently serving as the president of the National Indian Education Association, where I do wear another hat, and that is school superintendent of Window Rock in Arizona.

I have a prepared statement, but what I would like to do is address a couple of issues that are relevant in terms of the firing line of education.

The education bill has received a veto. In a matter of about 3 weeks, I will be faced with a situation whereby 147 teachers, 2,714 students, and yet not really knowing whether or not we have adequate funds to run the school system.

Mr. MEEDS. That is because of the President's veto of the education appropriation?

Mr. Ross. In part, but in part due to the fact that in terms of going through their new regulations for the Johnson-O'Malley Act, at least in the State of Arizona, we do not have any contracts in the area of Johnson-O'Malley.

We do not know exactly how much money we are going to receive, or when we are going to receive it. So, it gets to a point where as a school administrator you end up going to the bank and borrowing money. Then when you get the Federal assistance, paying the interest and everything else on top of it.

We have a situation where we talk about basic educational programs, and yet you find that for the most part, most of the funding that is coming in is in the area of supplemental services, and when, in fact, we cannot provide the resources locally and maintain a basic education program, but yet look out for three areas, at least, in terms of trying to meet the unique and special educational needs of Indian children.

You take a look at Johnson-O'Malley, which has gone supplemental or categorical, in that nature, and we say "for the unique and special needs of Indian children" in title IV, and go down into the area of title I, economic disadvantaged, yet I guess the prime concern that we have as school administrators is: do we have the resources to provide the basic programs?

It has come to the point where, at least in the State of Arizona, there is something like 19 percent of the total land base which is taxable. We have a school district that has 40 taxpayers. Of those 40 taxpayers, three of the taxpayers carry 97 percent of the taxload.

It becomes a very serious concern in terms of just the day-to-day operations of the school system. When, in fact, you make an application and come after bilingual education, for example, like last year we had \$250,000 to operate a bilingual program.

It was the first year that we had applied for bilingual education money, and we offered services in terms of the students that we educate in our public school system, 96 percent of whom are Navajo.

There is a utilitarian need for bilingual education, but at the same time we came in this year, since the regulations were thrown out or changed, and asked for refunding, and we did not receive a penny.

Mr. MEEDS. As you know, we have had difficulty funding under the Indian Education Act.

Thank you. Who is next?

STATEMENT OF LORETTA ELLIS, ASSISTANT DIRECTOR, PROJECT ILSTAC

Ms. ELLIS. I am Loretta Ellis. I am a Menominee Indian from Wisconsin. I am currently directing the Indian Library Services Technical Assistance Center for the National Indian Education Association.

I would like to address three main topics. I have a prepared statement.

Mr. MEEDS. Without objection, it will be made part of the record at this point.

[Prepared statement follows:]

PREPARED STATEMENT OF LORETTA ELLIS, ASSISTANT DIRECTOR, PROJECT ILSTAC

Mr. Chairman, committee members, I wish to thank you for this opportunity to present my observations and recommendations on Indian education from several vantage points. My name is Loretta V. Ellis. I am presently Assistant Director of Project ILSTAC (Indian Library Services Technical Assistance Center) for the National Indian Education Association. I am also the Chairman of the Great Lakes Inter-Tribal Council Inc. Education Committee, which includes 41 delegates from all Tribes and communities in Wisconsin and have been for the past 4½ years.

There are several specific topics I wish to address. The first deals with the delivery of library and information services to Indian communities or rather, the general lack of such services.

The National Indian Education Association sponsored a Library Project over a period of three years. A needs assessment was accomplished in several states, subsequently three areas were chosen as demonstration sites. They are: Akwesasne, on the St. Regis Reservation in New York, Standing Rock in North Dakota, a Sioux Reservation and Rough Rock, Arizona, a Navajo community.

The NIEA Library Project clearly demonstrated that 1) Indian individuals and communities are requiring and requesting library and informational services 2) that such services need to be easily accessible (either established in the community or mobile) 3) that such services need to be geared to the special interests and current needs of the individual community, i.e. ranging from adult basic education materials to the availability of Tribal Treaties.

The evaluation is now complete. The printed copies have arrived at our offices this past week, and are not immediately available. However, I request your permission to include said evaluation of the NIEA Library Project in the record.

Now that the demonstration phases are concluded and based on such

(1) It becomes necessary to mandate a definitive policy on library services within the Bureau of Indian Affairs, particularly for BIA schools, and further;

(2) Enactment of new legislation for the establishment and or provision of library services to Indian communities, perhaps as an amendment to Title IV, P.L. 92-318, is imperative.

There are some isolated cases where Tribes have been successful in tapping state funds to supplement their own resources and efforts to establish a community library. The Oneida Tribe of Wisconsin is one such example. Still, the facility, materials and staff are only partially adequate.

The purpose of Project ILSTAC is to provide one continuing centralized source for technical assistance to the burgeoning number of Indian libraries and library service programs serving Indians in the United States. By providing a centralized resource, the Office of Education will insure the widest possible input and most comprehensive dissemination of information on the development of Indian library services. ILSTAC calls for the continuation and expansion of technical assistance components of the NIEA Library Project in the following areas:

(1) Develop state plans for Indian Library services in four states similar to those prepared by the NIEA Library Project;

(2) Continuing and expanding the dissemination program of the NIEA Library Project;

(3) Providing on-demand technical assistance to individual libraries, tribes, organizations, and other federal projects addressing Indian library services.

Project ILSTAC was grossly under-funded from HEA, Title II B for FY '75 & '76. Consequently the staff consists of two persons—myself and one secretary. In light of the above stated facts, I do not think it necessary to minutely detail the multiplicity and complexity of problems encountered not the immense work load involved.

Bureau of Indian Affairs Boarding Schools are another area of interest and concern. In the capacity of a Flandreau Indian School Advisory Board member for the past five years, I have witnessed a metamorphosis taking place—a worm has changed to a butterfly, but the wings are still unfolding.

Flandreau Indian School is a boarding school and it is a unique boarding school. The eleven school board members recommended a most capable person in Mr. Richard Whitesell for superintendent. He was employed. Since that time four years ago, a team effort by the board and administration has brought a program in a special school for special students to fruition.

The eleven school board members represent the Indian people in ten states where the students come from. By and large the students are push-outs and drop-outs of public schools, victims of a social dilemma in their home area, and under achievers.

Academic and extra-curricular programs have been developed to address the college-bound student as well as the student who is 19 years old and does not understand the rudiments of a ruler. Young ladies may choose to participate in the welding/and wood-working vocational shops, and many do. Conversely, a young Oneida man took the South Dakota beef bake-off honors in the Future Homemakers of America competition. Voluntary psychological testing and services are available: A full-time chaplain—acting father to all—is funded from private sources.

The esprit de corps this past year has been the girl's basketball teams. The "A" team were their class champions while the "B" team remained undefeated. A group of young men cheered them on at every game. But the real proof of the overall effort is the 101 students graduated this year and for the first time in the history of the new facilities, the auditorium was filled to overflowing with friends and relatives of those graduates.

From this experience and observations, then, I strongly recommend that:

(1) School boards of BIA schools be elevated to the policy-making and contracting authority and that;

(2) Flandreau Indian School in South Dakota be reviewed and used as a model to implement similar programs in all other BIA schools.

Congress has appropriated \$600 million for Basic Educational Opportunity Grants this year. There exists a carry over of \$135 million from last fiscal year for basic grants for a grand total of \$795 million available this year.

I have recently been a minority trainer for the 30 Cities Project. I learned that the Native Americans, the first Americans were once again last to receive appropriate information on BEOG. Therefore, I urgently recommend that a training program be implemented in Indian country immediately with Basic Grants funds and not BIA funds and that BEOG always be used first before BIA funds for higher education grants for Indian students.

Ms. ELLIS, I would like to point out that everything in education is not all bad. I would like to point out two examples where Indian people have done some very good things in Indian education, but they need to be promoted. They need to have funds to back them up.

One of those is the Library Project that the National Indian Education did sponsor for three years, and established library programs in

three reservation areas, namely Akwesasne on the St. Regis Reservation in New York, Standing Rock in North Dakota, a Sioux Reservation, and Rough Rock, Arizona, a Navajo community.

The fourth year, the program was in evaluation and that evaluation is now complete. I would also like to include that information for the record. It is not here and available because it was just completed. The printing was completed last week.

Mr. MEEDS. Without objection, it will be made part of the record when it is received.

[Document to be furnished follows:]

EVALUATION REPORT: IDENTIFICATION OF INFORMATION NEEDS OF THE AMERICAN INDIAN COMMUNITY THAT CAN BE MET BY LIBRARY SERVICES

NATIONAL INDIAN EDUCATION ASSOCIATION,
Minneapolis, Minn., June 26, 1975.

Mr. CHARLES TOWNLEY,
Director, NIEA Library Project,
3036 University Avenue,
Minneapolis, Minn.

DEAR MR. TOWNLEY: We have completed the final evaluation of the NIEA Library Project and hereby transmit our report of findings to you.

We have tried to make our analysis as comprehensive as possible because we recognize the importance of providing insight and guidance to other American Indian communities contemplating similar projects. The scope of our final evaluation does not reflect the level of our concern but, rather, was dictated by the short amount of time available to visit the sites, collect the data, evaluate and summarize our findings.

The final evaluation was written primarily by Ms. Metoyer and myself, but we did rely heavily on the written and verbal input of Lotsee Smith. We utilized the CIPP evaluation model in our analysis, but have decided to present our findings in narrative form in order to increase communication.

We have enjoyed working with you and the entire staff of the NIEA Library Project. We hope that our combined efforts will be beneficial to American Indian people.

For the Evaluation Team,

ANTHONY L. GENIA,
CHERYL METOYER,
LOTSEE SMITH.

SUMMARY

The National Indian Education Association has operated a research and demonstration project to provide library and informational services to three American Indian reservations over the past four years. The project is unique in that it is one of the first comprehensive attempts to determine what kinds of informational services American Indian people themselves want, then, develop a program to provide these expressed needs.

This final evaluation concludes that this approach is indeed workable and desirable. The objectives outlined in the NIEA funding proposals have been substantially achieved. There are unforeseen difficulties however, that arise in any project no matter how carefully planned. This evaluation highlights some of these difficulties and suggests approaches for dealing with them. Hopefully, this information will be helpful to American Indian communities planning similar services.

Although the nature of this evaluative report tends to be critical, as it appropriately should, there is real value in its contribution to the body of knowledge about delivery of services to American Indian communities. We recommend that the successful components of this project receive further study and be replicated throughout the country.

INTRODUCTION

There are essentially three types of American Indian communities: reservation, rural, and urban. In all three types of communities, library services (including public and school libraries), have been virtually non-existent. The

National Indian Education Association (NIEA), as an organization concerned with improving the quality of education for American Indian people, has sought to demonstrate methods designed to alleviate this problem.

NIEA was concerned that federal expenditures for library programs and services appear to have minimal impact on the unmet needs of American Indians. In an attempt to remedy this situation, NIEA sought to establish a research and demonstration project which would accomplish two aims: (1) identify the informational needs of American Indian people; and (2) establish library and information service demonstration centers whose materials and services would reflect those needs while allowing for an evaluation of materials, services, and delivery systems utilized in the projects. (A comprehensive exposition of the implications of informational needs and services in American Indian communities is documented in the National Commission on Library and Information Science, *Report and Recommendations Relating to the Improvement of Opportunities for American Indians*.)

NIEA subsequently prepared and submitted a proposal for a four-year project to the U.S. Office of Education, Bureau of Library and Learning Resources. The proposal was approved and provided for the project to be implemented in four, one-year phases. (Refer to Timeline in Appendix A.)

At the end of each phase of project operation, evaluations were conducted and reported in annual reports. This final evaluation is a summary statement of the fourth phase through the third quarter and a synthesis of the previous project accomplishments and problems.

The CIPP (Context, Input, Process, Product), evaluation model was adopted for this evaluation. For our purposes, context consists of the initial needs assessments and the joint *ALA-NIEA Goals for Indian Library and Information Service* (Appendix F). These documents describe the goals of American Indian library service, the existing, 1972, conditions of service, and the informational needs of American Indian people. Input data is derived from the needs assessments and operational plans in the form of strategies and designs developed to make the best use of project capabilities over the four-year period. Process evaluation consists of input from the individual site evaluations, quarterly and annual reports, statistical data and input from the final evaluation team. Process evaluation represents a summary of the four phases of activity of the project. Product evaluation consists of the findings of the final evaluation team with respect to project context, input, and process. Product evaluation interprets the success and shortcomings of each objective and the operation of the NIEA Library Project as a whole.

While planning and conducting this final evaluation, several general constraints and limitations were recognized:

(1) The lack of secure funding over the duration of the project required that compromises be made between planning for a four-year project and planning each phase as being potentially the last.

(2) The lack of stable funding limits the generalization of processes employed—operational components would have been different if the project had been one four-year project rather than four one-year mini-projects.

(3) A policy decision in the final phase to continue operation of the sites for an additional year inhibits the direct input by the general public in the final evaluation.

(4) The processes and products reported here have selective applicability in other libraries serving American Indian people because non-reservation rural and urban areas were not represented in the project.

(5) The processes and products cannot be generalized to diverse organizational patterns, and

(6) The processes and products of the NIEA Library Project cannot be generalized to vastly different funding patterns.

More specific constraints and limitations are discussed in the evaluation of each objective.

STAGES OF DEVELOPMENT

The NIEA Library Project was planned in four phases: (1) identification of informational needs through intensive research in selected American Indian communities and the development of proposed delivery systems intended to meet those needs, (2) implementation of proposed demonstration programs, (3) operation of the demonstration sites, and (4) evaluation of demonstration center effectiveness.

The first phase of the NIEA Library Project, conducted between July 1, 1971 and June 30, 1972 was concerned with developing research designs and gathering data about the informational needs of American Indian people. The three major operational objectives were: (1) the identification of the proposed research and demonstration sites, (2) identification of informational needs at the target sites which could be met by library-information service centers, and (3) the development of plans for demonstration centers using materials and delivery mechanisms defined as being applicable and compatible with American Indian communities.

The NIEA Executive Committee and Project Director, acting as the Library Policy Board, chose the demonstration sites using the following criteria: the service areas should contain public or federal schools having fifty percent or more American Indian students in grades K-12; target site educators and tribal governments should express a willingness to participate in research and demonstration activities of this nature; the community should have a history of commitment to education and community development planning; and the school and community government should declare their intent to continue demonstration projects which prove successful. The three demonstration sites thus selected were: the Rough Rock community of the Navajo Reservation in Arizona, the Standing Rock Sioux Reservation in North Dakota, and the Akwesasne Mohawk Reservation in New York.

2. Description of sites

The Rough Rock reservation is a small district of about 900 square miles located on the Navajo reservation. The Rough Rock Demonstration School is the educational and governmental center for the community. There are no hard-surfaced roads and personal transportation is quite limited. Only a few telephones service the community and there is no individual postal service.

Few of the population of 1,200 are non-Indians. Almost all of the residents speak their native language and less than one-half speak English. The culture may be described as essentially oral and therefore, audio-visual materials are needed.

Authority is centered in the Rough Rock chapter of the Navajo Tribal Council. The Demonstration School, with approximately 300 students and 104 staff, is a primary force in the community. There is no industry near Rough Rock. Most of the residents raise sheep and subsist on small gardens.

The Standing Rock Reservation covers a large area spread over parts of North and South Dakota. Several small communities comprise the reservation, the largest of which is Ft. Yates—the center of tribal government. The highway system is modest with limited personal transportation available. There is scattered telephone service throughout the reservation, but individual postal service is not available. Slightly more than one-half of the residents on the Standing Rock Reservation are non-Indians. The majority of the Sioux residents read English to some extent. The culture may be described as essentially oral and, therefore, a need exists for audio-visual materials.

The Akwesasne Mohawk Reservation is located in the northeast corner of the state of New York. It includes an area of approximately 14,600 acres, half of which is in the United States and the other half in Canada. The reservation is located in a resort and industrial area along the St. Regis and Raquette Rivers, both of which flow into the St. Lawrence Seaway.

Akwesasne's economy is largely dependent on area industrial plants. Iron-work and high-steel construction are skilled crafts engaged in by many Mohawk men. Many of these iron workers maintain two residences, one on the reservation and one in large cities such as Rochester, Syracuse, and Buffalo. Other forms of employment in schools and commercial establishments are minimal. Some marginal farming takes place in the reservation.

Roads and utilities are available to all parts of the reservation. English is spoken by almost all of the community. About fifty percent of Mohawks have some understanding of their native language and there is a growing resurgence in its use.

3. Phase I (continued)

Following selection of the sites, the NIEA Library Project contracted with the Bureau of Field Studies and Surveys at The University of Minnesota for identification of information needs in the selected communities. The research design to be employed was developed by the Bureau of Field Studies utilizing

American Indian graduate students to define broad categories of concerns of American Indian people. Questionnaires were then formulated to reflect these concerns, field consultants were engaged, community meetings were held to explain the survey process, personnel were hired, and the instrument was administered by indigenous field-workers.

The data collected in Phase I was compiled, edited and analyzed by the Bureau of Field Studies and Surveys to arrive at a priority of expressed preference for information needs in the selected communities. A comprehensive assessment of existing community services and resources was also conducted in an attempt to determine the effectiveness of traditional and innovative forms of service. These findings were used by the Bureau, the NIEA Library Project Committee, and professional media specialists and librarians to postulate three delivery mechanisms to be field tested. (The data and methodology employed in the needs assessment is published in booklet form and is available from ERIC 066-9012993. Summaries of the needs assessment and inventory of existing facilities are included with this report as Appendices B and C.)

The findings during the initial planning phase of the project provided the basis for developing proposed delivery systems to be field tested in Phase II. The models developed, however, were to serve as general guides only and their implementation was subject to changing site conditions and adequacy of funding.

4. Phase II: Implementation

Phase II, the implementation phase of the project was conducted between July 1, 1972 and June 30, 1973. To facilitate implementation, detailed operational plans were developed jointly by the NIEA Library Project central office staff and representatives of the target communities.

Specific objectives of the implementation phase were: (1) establish an organizational-administrative structure to facilitate communication and cooperation among all project components, (2) recruit and train staff to implement the project at local and central office locations, (3) begin to acquire and develop physical facilities and equipment, (4) develop special specifications for and acquire basic collections of commercially available materials, (5) seek out and develop resources needed to build special collection materials, and (6), evaluate and acquire audio-visual and other technological information aids.

Effective communications among the various project components has been (and continues to be), an elusive goal. A part of this difficulty stems from the remoteness of the central office from the target sites and the various states of development of local communication media. The major inhibiting factor to effective communication, however, is the work-load and time constraints placed on local advisory board members by their involvement in other community activities. Several different strategies, such as compensation for meeting attendance, restructuring of the boards, and professional management training, have been attempted to enhance board participation, but the fact remains that lack of full effective communication has plagued the NIEA Library Project from its inception.

The Rough Rock Library Project was moved into an existing library facility at the Rough Rock Demonstration School. Existing collections and video equipment were substantially upgraded with NIEA funds. The relative inexperience of the Library Advisory Board created some confusion over recruitment and selection of staff. A non-Indian professional from outside of the community was employed by the local community to operate the library. A media workshop conducted for the Rough Rock Demonstration School resulted in a belief that the use of non-print media in the Rough Rock community would be more successful than the use of print materials because of the nature of Navajo culture.

Implementation activities at Standing Rock began at the ground level. It was decided by the local community and NIEA to develop a major facility at Fort Yates (the headquarters of the Standing Rock Sioux tribal government). It was also decided to extend the impact of the Demonstration Project through establishment of branch facilities in the communities of Bullhead, Little Eagle, and Cannonball. In Phase II at Standing Rock, the facilities were considered to be temporary pending completion of construction of new school buildings.

Staff recruitment and selection at Standing Rock was conducted by the local advisory board in consultation with the NIEA staff. Training for the staff members was conducted at Veterans Memorial Public Library in Bismarck and an elementary school. The remaining staff members received in-service training by other site staff and the NIEA professional staff. High employee

turnover neutralized much of the benefits of training and it was considered necessary to change the Library Advisory Board composition at the end of this phase.

The Demonstration Project at Akwesasne was also located in an existing facility—a combination library-culture, tribal government building. The existing library board at Akwesasne was quite active at the time of NIEA involvement. They had started a collection, determined program objectives, selected personnel, arranged for initial training, and initiated other activities all indicative of an active board. NIEA funds were used to purchase equipment and materials, expand facilities, and initiate innovative programs. Outreach activities were to be provided through use of a donated bookmobile and remote self-service deposit boxes.

College level courses in librarianship were initiated during Phase II at the library complex. Staff have availed themselves of these courses and actively seek opportunities for additional training.

5. Phase III

The essence of Phase III of the NIEA Library Project is to insure that informational needs identified in Phase I, and the service delivery mechanisms organized in Phase II are appropriate to achieve the original project goal of providing library information services in a format that is useful to American Indian reservation communities. In this respect, Phase III is a critical test of the structuring of the Demonstration Project thus far.

The general objectives of Phase III are essentially the same for each of the three sites: (1) to continue implementation activities, (2) develop outreach strategies to enhance community use and library sensitivity to community needs, (3) establish materials production centers capable of responding to needs for special collections, (4) provide technical, management, and financial support to local sites, and (6) to encourage an increasing degree of autonomy in local program management. Phase III was conducted from July 1, 1973 to June 30, 1974.

At Rough Rock, collections were organized, new staff hired, and selective improvements made. Color-coding, dormitory recreational collections, expanded audio-visual use, and scheduling of library visits into school activities have increased the functional use of the facility. Late in this phase, a bookmobile was stocked with print and non-print materials to services remote communities. A branch facility was initiated at Kitsillie School, a nearby mountain community. The library project launched a film night program to encourage adult use. Video and audio programming held a high priority in the Rough Rock program. Over 80 hours of video programming (including entertainment, education subjects, tribal council meetings, and some aspects of Navajo culture), was produced.

The Rough Rock School Board assumed greater initiative and control over the operation of library facilities. The staff continued its in-service training and attended three formal training sessions.

The Standing Rock Tribal Library at Fort Yates was moved to the Skills Center at the end of this phase and was designated the official library for Standing Rock Community College. While facilities at the Skills Center are small, it was anticipated that the library would move (into facilities expressly designed as a library) in the adjacent Community Center, upon completion of construction.

A new facility was opened at Bullhead. Located in the school basement, it was adapted for library use with only minor alterations. At Little Eagle, the school auditorium stage was converted to a library. The Cannonball collection was housed in the basement of the old school adjacent to the new school under construction.

Relatively high staff turnover was experienced at Standing Rock during this phase. Rapid expansion of programs and services also contributed to a shortage of funds for communications and utilities. A site coordinator was brought in early in the fiscal year to improve in-service training. A videotape-media consultant and a librarian from Bismarck continued to help expand staff skills.

Community outreach services were expanded through publication of a bi-weekly newsletter, a weekly 10-minute radio program, and initiation of periodic TV broadcasts. The video-tape program at Little Eagle continued to be one of the more successful programs. Cannonball's summer film festival was found to be an attractive feature of their facility.

The collection at Fort Yates doubled during this phase and rapid growth was also experienced at Cannonball, Little Eagle, and Bullhead through the contribu-

tion of funds from JOM (Johnson-O'Malley), ESEA-Title 2, and various other supplementary grants. An operational handbook developed during Phase II was used by NIEA to facilitate ordering of materials directly from the sites. Inter-library loan privileges were established at both the North and South Dakota State libraries.

Local autonomy was implemented at Standing Rock to a limited degree. The Standing Rock Community College Board oversees board policy matters, but the local organizations have not developed clear job descriptions or operational procedures.

Akwesasne has been the one site able to maintain a stable work force. The board and staff continue to gain more experience and confidence in the operation of their program. The Library Director and Board initiated efforts to obtain external supplemental funding for the library and have been successful in this effort.

The collection has been substantially improved through selective "weeding." The Canadian Bank has provided a bookmobile and resources to operate it, some staff support, and funding for the McNaughton Plan service. Mater Del College has provided a substantial reserve reading and reference collection for the college students using the facility—80 college students attend classes in the center. Reference service was rapidly being upgraded as the number and difficulty of inquiries increased.

Outreach strategies initiated include the operation of the Bookmobile on the Canadian side (and the U.S. side in summer), four self-service deposit boxes, adult education classes, Right to Read, and development of the adjoining museum. A newsletter and a radio program have also stimulated community acceptance.

The staff and board were active in self-improvement activities through training programs, college classes, workshops and conferences. During this phase, both the board and the staff have shown considerable improvement in their skills and abilities.

Despite these impressive project accomplishments, some difficulties of varying seriousness were experienced at all sites during the implementation and operation stages. The Rough Rock Demonstration School experienced severe financial difficulties and there was some doubt as to whether the school would survive. Many adult Navajos were still reluctant to use elementary school library facilities and high staff turnover contributed to fluctuating service levels. Standing Rock began to feel the impact of limited facilities. Personality conflicts, and ambiguity of function and roles caused high staff turnover. Absenteeism and tardiness contributed to low service levels, book theft, and vandalism some facilities. Akwesasne has an outstanding staff and facility, but has become embroiled in a controversy between the "progressive" and "traditionalist" elements in their community. Because of their close proximity to the "progressive" form of government (they share the same building), many "traditionalists" are reluctant to use the library service and militated for NIEA's withdrawal of funds.

6. Phase IV

The fourth and final year of the NIEA Library Project was initially to have been primarily concerned with a comprehensive assessment and evaluation of the impact of the project in meeting the expressed informational needs of the selected American Indian communities. Because of the difficulties experienced during Phases II and III, and the inability to separately fund operations on a local level, it was decided to continue program operational support for an additional year in order to allow time for the sites to work out their local problems. Other objectives of Phase IV were to compile the data collected through three years of experience into a form that would be useful for developing a national program for American Indian library services and to develop several state plans. Specifically, the objectives of Phase IV of the NIEA Library Project were identified in the proposal for funding as: (1) conduct a comprehensive evaluation to assess the effectiveness of the Project, (2) develop a national program for American Indian Library services to serve both reservations and non-reservation communities, (3) disseminate information regarding Project experiences throughout the various phases, (4) initiate appropriate plans to help the local sites obtain long-term funding to continue their operations beyond NIEA involvement, (5) provide continued technical and program management assistance to the sites, (6) complete transfer of programmatic aspects to local control, and (7) extend the services of the NIEA professional staff to development of state plans for the provisions of library and informational services to American

Indian communities. This report is based on data accumulated as of the third quarter of Phase IV, in operation from July 1, 1974 to March 30, 1975.

The evaluation team was selected and an evaluation format was developed by the team, a professional evaluation consultant, and the NIEA professional staff. Each site completed a short self-evaluation to determine those operational plan components and budget adjustments that would be required to complete their operations for Phase IV. Several surveys were also conducted to collect necessary data for the final evaluation instrument. The evaluation team conducted onsite evaluations during May of 1975.

The NIEA Library Project contributed significantly to the development of a report on American Indian libraries by the National Commission on Libraries and Information Science. This report has been adopted by the NIEA Library Project at its National Program for American Indian Libraries.

A series of eleven *Library Service Guides* detailing various aspects of American Indian Library operation were developed and published by the NIEA central office. A filmstrip was created and regular news releases are disseminated from the NIEA central office to all major groups and individuals concerned with American Indian Library services.

The NIEA central office has written and assisted with developing various proposals for continued funding of the operation centers and training needs. Several of these proposals have received tentative approval.

The Rough Rock site has been engaged in improving its materials, increasing videotape materials for the classroom and community and increasing staff capabilities. The financial problem at the school has been reconciled and the library is operating in a more stabilized environment. This has enabled the staff to concentrate more fully on seeking ways to enhance community usage.

The Fort Yates Library on the Standing Rock Reservation is continuing to upgrade its collection. The NIEA central office staff has worked with community representatives to establish job descriptions, responsibility areas, and decision-making models. This has helped to alleviate the personnel problem somewhat.

The new facility at Cannonball is an integral part of the new school. Filmstrips and audio tapes are being made available for use by pupils at their own pace. Evening hours at Cannonball, Bullhead and Little Eagle are increasing community usage. The Standing Rock Tribal Council has indicated a willingness to provide additional videotape equipment at Fort Yates and has made a commitment to continue funding at several of the demonstration sites.

Akwesasne continues to develop and expand its programs with outside assistance. A new brochure describing library resources and the implementation of culture classes at the complex are stimulating interest in the library. Talking books have been added to the collection to service individuals with vision handicaps. The Akwesasne Library-Culture Center received the 1974 Asa Wynkoop Award, from the New York Library Association, for providing outstanding library service in a small community.

PROBLEMS

The following discussion concerns some of the positive and negative aspects of the NIEA Library Project. It is included here to provide a basis for understanding what types of issues arise in the administration of a Project of this scope and nature. Hopefully, an understanding of the implications will help future program planners to avoid some of these same pitfalls.

The discussion of problems is organized in six major categories: (1) personnel, (2) administration, (3) physical facilities, (4) funding, (5) politics, and (6) programs.

1. Personnel

Rough Rock Site.—Personnel problems on the Rough Rock site are related to the very nature of Navajo life itself. To an outsider, Navajo's appear to be shy, reticent, and go out of their way to avoid strangers. A large percentage of Navajo speak their native language and only about one-half are conversant in English. As a result, it is difficult for someone from outside of the community (a professional librarian for example), to be aggressive and, yet, still fit into the community. The present librarian is himself a Navajo but, not from the Rough Rock community. He has stated that he feels it necessary to maintain a low-profile in order not to appear too "pushy" and, in time he feels, he will earn the respect and acceptance of the Navajo people. At the same time, many Navajo people feel that he is competent to translate their community feelings to outsiders because of his academic certification. This does create problems for the librarian because he is caught between two op-

posing forces. On one hand he must not be too aggressive, and on the other, he is being asked to innovate and provide community outreach services. This has contributed to a feeling of impotence and may be a factor of employee turnover.

It was also stated by the librarian at Rough Rock that the people were not conscious of time limitations and, therefore, were reluctant to check out books that must be returned within certain specified time periods. This may be a reason why detailed records of collection and other usage were not maintained adequately at the Rough Rock library.

On the positive side, the librarian expressed a keen concern for Navajo culture and the potential benefit of library-informational services as a vehicle for preserving and advancing Navajo culture. The library is operated in a warm and friendly atmosphere and it was apparent to the evaluation team that the children felt comfortable and welcome to use the facilities.

Standing Rock Site.—A lack of clear-cut descriptions of job functions and responsibilities was a major cause of personnel difficulties on the Standing Rock reservation. This led to personnel conflict and confusion which resulted in high staff turnover. Tardiness and absenteeism, in turn, contributed to unpredictable service and vandalism in some areas. The NIEA central administration requested several times, that the local sites prepare job descriptions and organizational charts. For some reason, this was not accomplished and eventually, they were prepared by the central office. This approach has not solved the problem because the efforts by the central office have been somewhat resisted as being too paternalistic. An additional point worth mentioning here is that the central office prepared documents as attempts to deal with the symptoms of the problem rather than with the basic causes.

Training for the Standing Rock site personnel was initially attempted but, since there was high turnover, many of the benefits of the original training were dissipated. At Standing Rock, there is a vital need for continuous "core" training of all kinds. It appears as though several of the librarians and aides do not have a clear picture of what it is that librarians are supposed to do. On the opposite side, think in terms of stereotyped librarians not the community-focused roles intended.

The evaluation team is aware of serious conflicts between certain individuals responsible for administering the Standing Rock library services. It is not our role to assume a position in this conflict. Instead, we recommend that the Standing Rock Tribal Council take immediate steps to resolve this conflict before it results in further deterioration of community services.

In spite of the personality problems of a few staff members, most of the librarians have a positive attitude towards library-information services and the value of this service in assisting their communities. At the sites visited, it was readily apparent that the students were comfortable and felt welcome at the libraries. The fact that staff members feel they need, and seek out opportunities, for further training is another positive aspect to personnel at the Standing Rock site.

Akwesasne Site.—A need for additional personnel to assist with reference activity and programming is the major problem at Akwesasne. Other than this small aspect, our comments about the Akwesasne library staff are mostly positive. They seem to be outgoing and are community service oriented. They strive to continuously improve their expertise through courses and workshops. The personnel appear to complement each other and their continuity has helped to develop a high degree of competence and confidence among the staff and the Library Board.

2. Administration

Rough Rock Site.—The lack of a functional library board at Rough Rock has inhibited communication between the NIEA professional staff and the facility. Isolation and poor travel conditions further complicates the communication issue. Reports were delayed or not sent to the central office, the collection policy suggested by the central office was not utilized. Effective services are not provided to the middle school or high school.

There was little congruence between the needs assessed in Phase 1 and the actual library usage figures. It appears that the adult sample was biased by the interviewer but, this error was not rectified by either the consultant or the central office. There was a low response rate and a disproportionate number of females and under-30 age group members represented in the sample.

Clear lines of authority of the librarian within the school structure were not delineated. The librarian's salary comes from the principal's budget, yet, the principal had no line authority for the librarian's actions. This created some

ambiguity and animosity among various staff and confused the role of the librarian in the school structure and the community.

On the positive side, the new school Director appears to be competent and recognizes the importance of maintaining library services for the school. This is especially critical because of the spectre of reduced funding concurrent with the termination of NIEA funding.

Standing Rock Site.—The lack of specification of the chain of command was the basis for administrative problems at Standing Rock as well as the source of personnel problems. There was minimal coordination between the activities of the various sites. The Little Eagle facility, for example, was reluctant to share its videotape equipment or its VTR operator.

An interesting question concerns the issue of whether the NIEA Library Project site is to function primarily as a school library as opposed to a community library. The Ft. Yates facility is located in the Community College building and primarily serves the college students. This is evidenced by multiple copies of various texts. Some of the books are marked "Standing Rock Community College" and it was reported that other library clients are reluctant to use these texts.

The advisory board has undergone several revisions and re-compositions since the Project was begun. The present advisory board is the Standing Rock Community College Board. The spokesman for this board, (to whom librarians turn for policy interpretation), conducted the Phase III evaluation for NIEA Library Project. The evaluation team questions whether the Phase II evaluation could have reflected appropriate objectivity on the part of the observer. (A similar question was raised about the Phase II Rough Rock evaluation.)

On the positive side, the tribal governing body and school systems appear to be highly supportive of the library facilities at Cannonball, Little Eagle and Ft. Yates. The principal at Bullhead, however, does not recognize his responsibility for library operation and is reluctant to "interfere" with an "outside" project.

Akwesasne Site.—The Akwesasne Library-Culture Center Board feels that there is too much central office control over operations on their site. They would like to have much more local autonomy with respect to budgets and acquisitions procedures.

The Phase I needs assessment also appears to be based on a biased sample because population lists used to select the samples did not contain representatives of the Canadian side of the reservation. While it is possible that the needs reflected may have been the same in either case, the omission of this segment of the service area does bias the reliability of results and is a source of continuing controversy.

The advisory board and staff at Akwesasne have evolved into a unit of effective planning capacity. They are progressive and want to do things on their own. They are competent, confident and committed to the philosophy of community service to all who wish to avail themselves of the facility.

3. Physical

Rough Rock.—The Rough Rock facility is adequate in size but, its location in the elementary school may inhibit full community use. To many Navajo people, the schools are still symbolic of an "alien" culture and there is some reluctance to use the facilities. The collection is adequate but, requires weeding to reduce the amount of out-of-date and little-used materials.

American Indian materials are physically separated to emphasize their importance, but access to them is restricted by a door that appears to be locked much of the time. Also, some books are kept in the office to prevent theft. This is quite an effective means of avoiding book loss, but inhibits their use by all clients of the facility.

The evaluation team was impressed with the quantity and quality of audio-visual equipment at Rough Rock. We were negatively impressed, however, with the large amount of technical equipment in various states of disrepair. There also seems to be an insufficient supply of spare parts (such as projector light bulbs), for a facility that is supposed to emphasize audio-visual service.

The bookmobile is only in use about six months out of the year because of the impassable condition of roads during winter and spring and prohibitions against showing some aspects of Navajo culture during certain periods. On the day that we inspected the bookmobile, it was dirty and the collection was wholly inadequate (a small collection of irrelevant materials). There was also no preventative maintenance schedule for the vehicle and it may very well turn out to be a liability rather than an asset at time goes on.

On the positive side, the atmosphere of the elementary school facility was open and conducive to good library use. It was physically attractive and the collection was arranged conveniently for use by elementary students.

Standing Rock Site.—The physical facilities at Standing Rock varied widely with the community in which they were located. In looking at the facilities collectively, the evaluators wondered at the wisdom of implementing facilities too rapidly. Perhaps it would have been better to hold the implementation phase until more adequate facilities were available. This would have stimulated increased community acceptance and usage.

The Ft. Yates facility was originally located in the retirement center occupying 324 square feet of space. It is now adjacent to the Community College in a room that is still too small for efficient use. In fact, books and equipment are left unpacked in an adjacent storage room. The Bullhead school-community library facility has been condemned. It is located in a basement, subject to flooding, with no windows or telephone. The librarian was several times threatened with physical harm while trying to operate the facility at night. The Little Eagle facility is attractive but, woefully small. Individual children use the facility infrequently and for short periods of time. Cannonball was originally located in the basement of an old school. It is now integrated into a very attractive new elementary school where it is central to classroom activity.

A new facility was designed and built for the Ft. Yates library in the Community Center building. Construction is now complete but, the facility is still unoccupied because of sub-standard construction and a dispute with the contractor.

Overall, the Cannonball facility is well located and will continue because it is an integral part of the school. It is anticipated that the Ft. Yates library will eventually be housed in the new facility and it should become a more valuable resource to the community.

Akwesasne Site.—The location of the Library-Cultural Center at Akwesasne in the same building which houses the tribal government offices and services has inhibited use by some elements of the community. (More will be said about this under the political comments section.) The major problem here is the fact that the audio-visual component envisioned in the program plan has not materialized due to staff reluctance and federal funding restrictions in Phases III and IV. The deposit boxes which were to be forms of community outreach service, were found to be in a state of disrepair and not readily accessible. The deposit box in the Legion Hall, for example, was located in an adjacent storage room behind a stack of boxes. Regular service to the self-service boxes should be re-instituted as they seem to be a good form of outreach and public relations for the library.

The physical surroundings of the library facility at Akwesasne are most pleasant. The facility is the only one not located in a school building. It is attractive and well used by all age groups. The collections, as the result of selective weeding, are superb. The bookmobile is clean, well stocked, and well maintained. It is used to service both sides of the reservation.

4. Funding

Rough Rock Site.—The lack of timely and permanent funding has hindered (and will continue to hinder), progress at all three target areas. It is imperative that stable funding for American Indian library-informational services be made available in order that they are allowed to develop in a programmed, efficient manner.

The Rough Rock Demonstration School encountered serious funding difficulties as a result. Since the library facility is operated by sub-contract with the school, NIEA funds were involved and jeopardized by the fact that there was a very real possibility that the school would be closed. In addition, as the NIEA Library Project became more involved in financial support to the library, school funds were correspondingly reduced. During this project, NIEA Library Project funds exceeded schools funds in support of the library by a ratio of about 5 to 1. This fact has caused the evaluation team to seriously question the level of commitment to the community library concept expressed by the school system. It was also found necessary for the NIEA Library Project to compensate Library Board members at a high per diem rate just to attend the meetings.

It is doubtful whether the project will continue as envisioned beyond NIEA involvement because of low school commitment and a reduction in their available funds for operation next year.

Standing Rock Site.—Again, the evaluators have been faced with the question of whether the schools would have libraries if not for NIEA Library Project par-

ticipation. This question is fundamental to the community library-information center concept that was sought to be demonstrated by this project. At Standing Rock, it is doubtful whether Bullhead or Little Eagle would have been able to divert school resources for the establishment of libraries. Cannonball was assisted by JOM funds and Ft. Yates has a new building program which encompasses school library facilities in the plan.

The evaluators were informed that the library facility at Ft. Yates was to be charged rent by the tribal governing body at the rate of \$3.50 per square foot per annum. This seemed to us to be quite high, especially in view of the fact that office space in downtown Minneapolis (first floor, brick construction, air conditioned, etc.) is going for \$3.60 per square foot. We also question whether this rate is to be applied to the storage area where unpacked books and equipment are presently kept.

At Cannonball, some funds will be lost from the school budget next year. The result is that the building will be forced to close during the evenings. This will eliminate much of the community focus of the existing facility.

The Standing Rock Tribal Council has stated its recognition of the importance of maintaining library-information service in the communities and has approved a proposal to continue funding under general revenue sharing funds.

Akwesasne Site.—Akwesasne funding appears to be more secure than at the other sites. The professional staff at Akwesasne has been actively engaged in writing proposals for continued operation and training. An Act is presently pending before the State Legislature in New York to extend permanent funding to the Akwesasne Library-Cultural Center. In addition, the library staff and board has aggressively sought supplemental funding from area industries, foundations, schools, and regional governing units. The prospects for continued and expanded operations at Akwesasne appear to be promising.

5. Political

Rough Rock Site.—A discussion of certain aspects of Navajo culture presented at the beginning of the personnel section of the report is also relevant here. The evaluators have presumed to define Navajo culture for purposes of explanation of various phenomenon and behavior observed on the Navajo site, but we also recognize our inadequacy to translate this perception in Navajo terms. Only a member of that culture can attempt to do so.

One attitude that we perceived is a reluctance of traditional type people to participate in projects which appear to be short-term in scope. It was stated several times by school administrators that there has been too much effort toward innovation, and not enough toward refinement and development of existing programs. Perhaps, this is why many traditional people seem reluctant to participate in short-term, experimental community development programs.

There has been an improvement in the attitudes toward the community library-information service concept over the life of the project. The emphasis on audiovisual techniques has contributed to this improvement. The NIEA Library Project has had actually very little direct contact with the Navajo tribal government, a critical element for long-term program success.

Standing Rock Site.—The Standing Rock political structure seems to be pretty much centered around the tribal government. They operate extensive reservation services under sponsorship of various federal programs and private grants. The leadership is aggressive, articulate, and effective.

There are influential families and informal leadership group structures in many American Indian communities. Often, members of these blocs wind up holding the status and influence jobs in the community. There is a tendency to perpetuate and expand membership-group participation in these positions and projects. When members of opposing groups are employed in the same project, there is a built-in propensity for interpersonal conflict. This conflict manifests itself through lack of communication, dysfunctional political maneuvering, and sometimes open confrontation. This activity causes dissension and confusion and work to inhibit or negate program accomplishments. The evaluation team considers this to be a part of the problem at Standing Rock and recommends immediate intervention and resolution by the tribal governing body.

Akwesasne Site.—Nowhere has a thorough understanding of the community prior to involvement been more critical than at Akwesasne. The reservation was experiencing a heightened awareness of their culture prior to NIEA involvement. Groups were beginning to align themselves according to the degree of their belief in living by the traditional Mohawk life style. Some wanted to modify

and adapt beneficial aspects of non-Indian society to their culture. These were termed "progressives". Others believed in living in the traditional way, close to the Earth and preserving the culture in a more pure form. These were termed "traditionalists". There is a whole spectrum of individuals with varying degrees of affinity to both life styles in between these extremes.

As it was related to the evaluation team by members of the traditionalist group, they felt that the progressives were "selling out" their people and reservation through incorporating a tribal government structure under New York statutes. The traditionalists prefer the historical "longhouse" form of government and do not recognize the sovereignty of the state or federal government over their homeland because, they feel, there are no valid treaties wherein they have relinquished their sovereign rights. The progressives, on the other hand, feel that the traditionalists were trying to retreat backwards into a way of life no longer viable in the fact of industrialized society. Nevertheless, the two groups were forced to work together, it was related, through the Mohawk Rights Organization because neither group had more political influence than the other.

Then, the NIEA Library Project and several other projects including Right to Read, Tribal Housing police, and Operation Main Stream were introduced on the reservation. External funds were allocated to the progressives who multiplied its effectiveness and attracted further external programs to the reservation. These external sources could not contract, (it was stated), with the traditional "longhouse" government because they were not a legal corporate body. Thus the progressives grew in influence and the Mohawk Rights Organization was no longer needed. It collapsed, and the traditionalists continue to blame the progressives and the NIEA for their reduced influence in reservation affairs.

During Phase I, as the needs assessment was being prepared, traditional Mohawks felt that they were being left out of the determination process. They had supporters on the Canadian side, they stated, and needed a few weeks to mobilize their support. Instead, the NIEA needs assessment was conducted immediately with the reduced sample and the traditionalists had one more reason to question NIEA's stated policy of non-interference in local politics. The traditionalists feel that the NIEA funding of the progressive faction's library proposal is one more step in a concerted effort to assimilate them into non-Indian society.

The NIEA Library Project evaluation team spent some time investigating this allegation and feel that it would have been more desirable for NIEA and the needs assessment contractor to take the additional time to provide for traditional input at the onset of the Project. We cannot fault the progressives for wanting to increase development along their preferred life pathway and we refuse to make any judgments concerning the rightness or wrongness of either party. The cold, hard, fact is, however, that a condition exists on the Akwesasne reservation where one faction feels left out of the decision process and refuses to cooperate with the library project. We have not made an attempt to assess relative strengths within the short scope of this evaluation, but feel that the situation bears further investigation and attempts to reconcile these two groups, if possible, should be made.

The critical thing to remember about the development of events on the Akwesasne reservation is for future program planners to make every effort to assess the potential impact of their projects on the existing social structure and to assure that all groups and individuals are considered in the determination process.

6. Programs

Rough rock site.—The program at Rough Rock is supposed to emphasize audio-visual materials. While equipment of professional quality was purchased for this site, use is greatly restricted by the lack of maintenance and lack of personnel time. The tapes that were being used were constantly re-erased and re-recorded. It is not a negative feature but an aspect of Navajo culture to be dealt with, that visual presentation of many of the tapes could not be made "between the first frost and first thunder".

The collection at Rough Rock at first appeared substantial, but a closer inspection revealed many out-of-date and seldom used titles. The separation of the American Indian collection into a separate room seemed to be a good idea except that the door leading to it is apparently kept locked. The fact that a large number of new titles and interesting books were kept in the librarian's office was disturbing. No clear reason was given for this practice, except that there was a possibility that they would be stolen if placed on the shelves. They are not serving a very useful purpose gathering dust on the shelves.

There was no attempt to educate children in the school on how to make the best use of the library. The evaluation team was unable to visit the Kitsillie branch or to meet with any library advisory board members.

The placement of recreational books in the dormitories was a positive feature of the Rough Rock informational service program. A Reading is Fundamental (RIF) Program also helped to heighten the resident's awareness of library services. The library did attempt to reach the community through scheduling of movies on weekends. Many of these films were obtained as the result of an effective inter-library loan program. Puppet shows, video tapes, and story hours were also initiated. This facility, we feel, best fulfills the concept of the library as a resource center rather than a mere collection of books.

Standing Rock Site.—The collections at the Ft. Yates Standing Rock Tribal Library, Bullhead, Little Eagle, and Cannonball are adequate for their service areas. At Ft. Yates, however, the library seems to be more an adjunct to the Community College rather than a community library. There are multiple copies of many books and some are labeled with the name of the Community College. Reference materials in some locations are shelved too high and are not accessible to small children.

There is an excellent videotape system at the Little Eagle facility and training was provided by NIEA funds. The administration at Little Eagle, however, is reluctant to share the VTR equipment with other sites. The operator is a teacher-aid so has little time available to serve as a resource to other sites. The library facility at Little Eagle is also too small to serve both school and community. There is barely room for a small group of people to use the library simultaneously and children have to be scheduled in groups of five or six. This means that they are only permitted to visit the library and make their selection for a short period each week. There are three doors in this small facility and some young men were observed using the library as a shortcut between outside and the school gymnasium.

Bullhead has a relatively small collection, but it seems to be well used. Our primary criticism of the Bullhead facility concerns its location (in a condemned portion of the basement), and a lack of cooperation between the academic program and the library program.

It is the consensus opinion of the evaluation team that the operation of library-information services on the Standing Rock reservation has been made less effective than it might have been because of the decision to move simultaneously towards opening branch facilities. We feel that resources have been spread too thin by this strategy. Had resources been focused on a single entity, the community-based library concept would have been more viable and the demonstration may not have experienced the staff problems presently existent.

Standing Rock is to be commended for developing a workable elections policy. The radio program is very effective for bringing news of the community to reservation residents and the newsletter is an asset to the community. The tribal archives concept has helped to communicate tribal actions to many members of the community. The libraries, generally, have established good relationships with regional libraries. Cannonball has an excellent program to teach library use skills to children.

Akwesasne Site.—The non-print materials at Akwesasne are somewhat inadequate for a community facility. This may, however, be a reflection of program priorities in the face of limited funding. Development of local materials could be improved.

The evaluation team feels that the remote self-service deposit box collections are a good method of insuring that community outreach services are provided. We did not find adequate use made of this resource. The deposits we located were poorly stocked and were in obvious dis-repair.

The collection of materials at Akwesasne was up-to-date, relevant, scholarly and contained popular periodicals. The hours of use were convenient. Resources were supportive of school activities. An effective inter-library loan program was established. The library also provides a valuable community service through sponsoring adult education classes and other community focused activities. An interesting point to note is that the library staff encouraged non-Indian residents on and near the reservation to use the facilities.

These, then, are our perceptions of some of the problems experienced by the demonstration library-information service centers. It is not our intent to be hyper-critical of these aspects of the project. Our criticism of program aspects is meant to be an objective assessment and should be interpreted as constructive. Also, we

wish to point out to those reading this report and contemplating similar projects, that problems do arise in spite of the most detailed operational plans. We hope this discussion will help to avoid some of these pitfalls.

CONCLUSION

The sites were selected according to the pre-established criteria stated in the proposal. The diversity of the sites (e.g. degree of acculturation, size, location, employment patterns, governance styles, etc.), contribute to the generalization of the demonstration project. While no non-reservation and metropolitan areas were selected as demonstration sites, the sites actually chosen may indicate the degree of acceptance and responsiveness that can be expected from implementing community service projects in similar settings.

For the most part, the approach to assessment of informational needs was valid and logical. There is some difficulty with the methods used to select the samples for the survey and one can question whether American Indian graduate students in Minnesota can effectively categorize informational needs of American Indians in other areas. Overall, however, much has been learned from the approach and it lends itself to ready modification in other areas.

The *Design for Library Services* on each reservation were of some use in formulating the operational plans for implementation of library services. They provided an overall framework for measuring program plans and progress but, some recommendations were not practical in terms of the available resources and time constraints. Perhaps, greater input into the design from trained librarians would have provided a more accurate standard to measure against.

The implementation phase was based on operational plans developed during Phase I. There was a great hurry to get the sites started as soon as possible and this pre-occupation may have contributed to some of the problems later experienced. Specifically, implementation could have been delayed until an adequate job of "selling" the community library concept had been completed and more community support solicited. Job descriptions and responsibilities should have been an early part of the process in order to provide order and direction to the work force. Train-plans should have encompassed Advisory Board training as well as staff training.

The NIEA central office staff was helpful in obtaining equipment and negotiating for facilities but, their participation was interpreted as interference by some of the local sites. This created some resistance to NIEA "paternalism" and may account for some reluctance on the part of the local sites to maintain accurate records and make timely reports.

The training efforts initially conceived should have been adequate to get the project well started. However, the effects of the early training programs were dissipated on most sites due to high staff turnover. Working in the library is considered a "prestige job" in some communities and this perception contributes to social pressure on the librarian. Again, this problem can be reduced through substantial onsite community discussions prior to implementation.

The collections are adequate for the areas and the clientele to be served. Most sites have, or are developing acquisition practices and have been impressed with the necessity to constantly upgrade and update their materials. Special collections are being expanded but care must be exercised not to offend the host culture in building these collections.

Community outreach strategies have been moderately successful. The sites located in schools have become more of appendages to the schools rather than the community facilities envisioned. In some areas, the schools (especially elementary levels), are still considered "alien" institutions and violation of their sanctity is resisted by older adults who had unpleasant experiences with schools as children. The site located in the culture center-museum has greater community usage but, it cannot be definitely stated that this effect is due to the library's location. The reservation communities are sufficiently diverse not to warrant such comparisons. The newsletters and radio programs have been highly effective in stimulating interest in the library programs.

The establishment of on-site production centers has proceeded haltingly. The video production set at Rough Rock and Little Eagle are adequate for the function, but difficulty with maintenance, operators, and materials are limiting factors in their effective use. Production of written material, generally, has been marginal.

Recruitment and training of staff has been hampered by high turnover rates. The general model is to train community people in the traditional functions of librarianship, but special community-focused libraries require an added dimension. There is a need to develop training programs based on community service techniques. Recruitment has too often been based on political considerations rather than competence and motivation. This creates a high degree of rigidity of attitudes that can lead to personal confrontations.

The NIEA central office has been somewhat lax in encouraging local autonomy in the operation of the local sites. The central office is partly responsible for the dependence of the sites because of insufficient levels and unstable technical assistance provided to them. The central office could have shown more initiative in providing the type of training that would build confidence in staff at local levels. In phase IV, local autonomy has been increasing but, this may be too little, too late for some sites.

The NIEA Library Project has adopted a national plan for American Indian library service and has participated in developing several state plans.

The evaluation team's assessment of the overall NIEA Library Project concludes that the broad program objectives outlined in the project funding proposals have been substantially met.

RECOMMENDATIONS

Our evaluation has revealed to us that a great deal more needs to be known about measuring the effects of projects of this nature. There is no doubt but that the NIEA Library Project has had a profound and long-lasting impact on the demonstration communities. This evaluation, of short duration, did not really begin to tell us what the implications of this impact really are. Therefore, our primary recommendation concerns the need for longitudinal studies of these same project sites. Only after prolonged, in-depth analysis, can we conclude with any certainty that the NIEA Library Project, and other community service projects for that matter, have had net beneficial effects on American Indian communities.

We recommend that community service projects of this nature make intensive efforts to fully comprehend the social, economic, political, and cultural milieu of the community before beginning implementation. Sampled opinions should be un-biased, providing all members in the population with an equal opportunity to be selected in the sample.

It is recommended that indigenous site residents be included in attempts to categorize or otherwise define issues that are of concern to them. The input of other American Indians outside of the affected community is not sufficient to assure that local needs will be effectively translated into survey instruments and models reflecting the values of the community.

When it is determined that maximum community input has been accommodated, implementation should proceed in a smooth and orderly manner. Advisory Board members should clearly understand their functions and responsibilities and staff members should be thoroughly trained in traditional and non-traditional modes. Job descriptions and standard operating procedures should be developed with the cooperation of site personnel prior to implementation or as soon as feasible.

Objectives and goals should contain self-evaluation elements (such as: the video production unit at Rough Rock shall produce 60 hours of community activity, programming narrated in the native language during the next 6-months period). This would give the local communities concrete objectives to work towards and provide them with a clear standard with which to measure their performance. Needless to say, those responsible should have major input in determining these self-motivating goals.

Regional or on-site meetings should be arranged for participants on a project-wide basis. These meetings would be the basis for an information exchange between the various site personnel and the central office. In this manner, common answers can be sought for similar problems, some pitfalls encountered at one site can be avoided at another, and all participants will share a sense of purpose through mutual participation in an important project.

It is also recommended that technical assistance be subcontracted for locally in order to minimize ineffective travel time and facilitate communication in future projects of this nature. The remoteness of the NIEA central office has

contributed to a lack of communication and a feeling of isolation on the part of some sites. On site professionals can be readily available to answer questions arising at the local level. This would also help to reduce the stigma of appearing incompetent by local site personnel—a factor contributing to their lack of willingness to contact the central office when problems arise. We realize that this recommendation is not in keeping with the mandate to provide maximum American Indian participation. In some cases, it will be necessary to contract with non-Indian professionals. We do feel, however, that immediate competent assistance is vital to gaining acceptance, skill and confidence at the local level. Later, when the program is further established, trained native professionals can assume this support service.

Finally, we recommend that the library project be replicated in other locales. The present project has contributed much to the body of knowledge about assessing community needs, structuring programs for community input, implementation activities, as well as operational problems and mistakes. Replication in other locales would promote the continuing development of American Indian library service, further refine the models developed in this project and would increase their generalizability, not only for library-information services, but for community development activities in American Indian areas.

APPENDIX A

TIME LINE, NIEA LIBRARY PROJECT OBJECTIVES

Objective	Phase I	Phase II	Phase III	Phase IV
1. Selection of sites.....				
2. Assessment of needs.....				
3. Organization and administration.....				
4. Dissemination.....				
5. Recruitment and training of staff.....				
6. Facilities and equipment.....				
7. Collection development and organization.....				
8. Special collections and materials.....				
9. Outreach and use strategies.....				
10. Local autonomy.....				
11. Funding.....				
12. Production centers.....				
13. Technical assistance to States.....				
14. National program.....				

APPENDIX B

ASSESSMENT OF INFORMATION NEEDS—ROUGH ROCK SITE

Needs	Primary students		Primary teachers		Secondary students		Secondary teachers		Adults	
	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response
Legal and civil rights.....	NA	NA	8	3.242	1	4.19	1	4.51	1	4.977
American Indian culture.....	6	2.494	2	4.542	2	4.15	3	4.35	2	4.567
Service agencies.....	NA	NA	9	3.170	5	4.10	5	4.58	3	4.553
Occupational and vocational.....	NA	NA	7	3.457	6	4.10	2	4.5	4	4.750
General education.....	1	2.705	NA	4.142	3	4.13	NA	NA	5	4.077
Family life.....	8	2.308	4	4.142	8	4.04	10	3.85	6	4.005
Health and safety.....	7	2.400	3	4.181	10	3.86	8	4.06	7	3.953
Contemporary events.....	5	2.589	6	3.525	9	3.91	6	4.09	8	3.932
Consumer information.....	2	2.636	10	3.000	7	4.06	9	4.05	9	3.887
American Indians in urban society.....	3	2.614	11	2.832	4	4.10	5	4.17	10	3.757
Recreational.....	4	2.607	5	4.085	11	3.86	11	3.85	11	3.611
Academic discipline.....	NA	NA	1	4.631	NA	NA	7	4.06	NA	NA

ASSESSMENT OF INFORMATION NEEDS—STANDING ROCK SITE

Needs	Elementary students		Elementary teachers		Secondary students		Secondary teachers		Adults	
	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response
Legal and civil rights.....	NA	NA	7	3.864	2	4.658	2	4.212	1	4.664
Occupational and vocational.....	NA	NA	5	3.824	3	3.965	1	4.489	2	4.657
Health and safety.....	4	2.711	2	4.350	1	4.065	12	3.089	3	4.648
Service agencies.....	NA	NA	6	3.879	4	3.733	4	4.100	4	4.620
American Indian culture.....	NA	NA	3	4.151	11	3.682	7	4.002	5	4.619
General education.....	2	2.793	NA	NA	6	3.962	NA	NA	6	4.545
Indians in urban society.....	1	2.861	11	3.766	5	3.853	8	3.989	7	4.504
Consumer.....	6	2.676	9	3.814	10	3.725	5	4.060	8	4.488
Contemporary events.....	5	2.681	10	3.772	8	3.739	11	3.803	9	4.449
Recreation.....	3	2.767	12	3.756	9	3.795	10	3.859	10	4.442
Family life.....	8	2.534	8	3.835	5	3.859	3	4.103	11	4.442
Academic discipline.....	NA	NA	4	4.390	NA	NA	9	4.107	NA	NA
Professional needs.....	NA	NA	4	4.012	NA	NA	9	3.949	NA	NA

ASSESSMENT OF INFORMATION NEEDS—ANKWESASNE SITE

Needs	Elementary students		Elementary teachers		Secondary students		Secondary teachers		Adults	
	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response	Rank order	Average weighted response
Health and safety.....	1	2.917	1	4.024	5	3.852	4	4.208	1	4.278
Occupational and vocational information.....	NA	NA	6	3.324	1	3.993	2	4.718	2	4.104
Service agencies.....	NA	NA	NA	NA	6	3.782	6	4.000	3	4.100
Financial information.....	3	2.857	7	3.275	7	3.878	8	3.097	4	3.979
Consumer information.....	3	2.857	9	3.275	7	3.878	8	3.097	4	3.979
Legal and civil rights.....	NA	NA	3	3.448	2	3.966	7	4.206	5	3.958
American Indians in urban society.....	5	2.786	11	3.000	3	3.893	9	3.387	7	3.949
General education.....	6	2.784	NA	3.000	10	3.556	NA	NA	8	3.849
American Indian culture.....	2	3.866	10	3.033	8	3.584	11	3.121	9	3.831
Recreation.....	4	2.821	5	3.378	9	3.580	NA	NA	10	3.714
Contemporary events.....	7	2.752	8	3.263	11	3.473	3	4.375	11	3.673
Academic discipline.....	NA	NA	2	3.859	NA	NA	1	4.865	NA	NA
Professional needs.....	NA	NA	4	3.384	NA	NA	12	3.000	NA	NA

APPENDIX C

AN INVENTORY OF THE LIBRARY PLANT FACILITIES ON THE STANDING ROCK SIOUX RESERVATION, 1972

Location	Total library square footage	Audio-visual storage	Display area	Card catalog	Conference rooms	Indian study areas	Provides community service	Weekly circulation rate	Total budget last year
Fort Yates Elementary.....	325	No.	Yes.	Yes.	Yes.	Yes.	No.	(1)	420
Fort Yates Secondary.....	1,080	Yes.	Yes.	No.	No.	No.	No.	150	7,000
McIntosh.....	812	Yes.	Yes.	No.	No.	No.	No.	534	7,003
McLaughlin High School.....	2,522	Yes.	Yes.	No.	No.	No.	No.	(1)	22,334
McLaughlin Public Library.....	299	No.	Yes.	No.	No.	No.	Yes, crafts.	(1)	200
Wapeton.....	553	Yes.	Yes.	Yes.	Yes.	No.	No.	(1)	12,481
Wakpica.....	770	Yes.	Yes.	No.	No.	No.	No.	210	4,420
Siooux County Library and Bookmobile.....	640	No.	No.	Yes.	Yes.	Yes.	Yes.	(1)	5,100

1 Not available.

AN INVENTORY OF THE LIBRARY PRINTED AND RELATED MATERIALS ON THE STANDING ROCK SIOUX RESERVATION

Location	Total books	Indian books	Total films	Indian films	Total filmstrips	Indian filmstrips	Total tapes	Indian tapes	Magazines	Newspapers	Pamphlets clippings
Fort Yates Elementary.....	2,948	30	0	0	180	0	0	0	0	4	3
Fort Yates Secondary.....	2,560	345	28	0	500	40	62	48	0	40	10
McIntosh.....	3,900	100	0	0	120	0	0	0	0	51	3
McIntosh High School.....	5,236	34	0	0	938	10	243	10	0	31	4
McLaughlin Public Library.....	750	NA	0	0	0	0	0	0	0	3	0
Solen.....	1,696	63	0	0	100	0	0	0	0	9	1
Wakpala.....	3,988	50	13	0	195	0	0	0	0	28	4
Sioux County Library and Bookmobile.....	1,313	85	0	0	0	0	0	0	0	0	0

1 File.

Note: NA equals not available.

AN INVENTORY OF AUDIO-VISUAL EQUIPMENT IN THE LIBRARY FACILITIES ON THE STANDING ROCK SIOUX RESERVATION

Location	16 MM projectors	Film strip projectors	10X10 overhead projectors	Opaque projectors	Record players	Audio tape recorders	Listening stations	Copying machines	Duplicating machines	Film strip viewers
Fort Yates Elementary.....	3	3	4	1	(1)	2	0	0	0	(1)
Fort Yates Secondary.....	5	14	19	1	18	4	1	1	0	0
McIntosh.....	2	10	13	2	12	24	0	3	2	0
McIntosh High School.....	2	5	14	1	10	0	0	0	3	11
McLaughlin Public Library.....	0	0	0	0	0	1	0	0	0	0
Solen.....	2	2	0	0	5	4	1	0	0	0
Wakpala.....	1	4	4	1	3	0	1	0	1	2
Sioux County Library and Bookmobile.....	0	0	0	0	0	0	0	0	0	0

11 each classroom.

18 Stations.

Average department.

AN INVENTORY OF STAFFING IN THE LIBRARY FACILITIES ON THE STANDING ROCK RESERVATION

Location	Governing agency	Staff positions	Title of staff positions	Extent of staff training	Ethnic background of staff	Hours staff works—			Additional assistance in staffing	Source of funds
						Weekly average	Daily	Monthly		
Fort Yates Elementary	Public school district	1	NYC training	None	Indian	40	8	160	None	District BIA
Fort Yates Secondary	Public school district	1	Librarian	Library minor	Caucasian	40	8	160	None	District BIA
McIntosh	District No. 1	1	Librarian	21 hr	Caucasian	20	4	80	None	District BIA
McLaughlin High School	District No. 21	1	Librarian	B.S.	Caucasian	40	8	160	None	Local State
McLaughlin Public Library	City council	1	Librarian	None	Caucasian	15	5	45	None	Local State
Solan	City council	1	Part time English teacher	None	Caucasian	15, 35	8	160	1 aide	City, taxes
Wakpala	Sioux No. 4	1	Librarian	11 hr	Caucasian	20	4	80	1 aide	District No. 3
Sioux County Library and Book mobile	Sioux County Library Board	2	Librarian, automobile, driver	Some	Caucasian and Indian	8	4	32	1 NYC aide, 32 volunteers	Local, State, Sioux County

1 Teacher.

2 Aide.

APPENDIX D

DEVELOPMENT OF FACILITIES AND EQUIPMENT—ROUGH ROCK SITE

The following table indicates facilities and equipment development for the Rough Rock Library. For comparison purposes, ALA Standards for Small Public Libraries are indicated where applicable.

1.—FACILITIES

Item	Phase I	Phase IV	ALA standard
Heating system.....	Steam.....	Steam.....	Forced air or hot water.
Ventilation system.....	None.....	None.....	Not available.
Lighting system.....	Electrical, fluorescent.....	Electrical, fluorescent.....	70 ft candles at reading surface.
Total square footage.....	1,734 ft ²	2,451 ft ²	2,000 ft ² .
Small group rooms.....	2: 120 ft ² and 180 ft ²	1: 120 ft ²	Not available.
Storage area.....	144 ft ²	144 ft ²	Not available.
Office area.....	180 ft ²	180 ft ²	300 ft ² .
Media production area.....	375 ft ²	375 ft ²	Not available.
Book storage area.....	1,632 ft ²	1,632 ft ²	
Direct access to toilet facilities.....	No.....	No.....	Yes.

²Square feet.

2.—EQUIPMENT

Item	Phase I	Phase IV	ALA standard
Reading stations.....	Not available.....	28.....	16.
Shelving (linear feet).....	414.....	894.....	1,300 plus 1 ft for every 8 books over 10,000.
Card catalog.....	15 drawer.....	15 drawer.....	Appropriate catalogs should be provided.
Circulation desk.....	Yes.....	Yes.....	Not available.
Office desks.....	None.....	1.....	Do.
Office desks.....	None.....	1.....	Do.
Storage equipment.....	1 file cabinet.....	1 file cabinet.....	Do.
16 mm projectors.....	0.....	6.....	Do.
8 mm projectors.....	0.....	2.....	Do.
2X2 slide projectors.....	3.....	3.....	Do.
Filmstrip projectors.....	3.....	3.....	Do.
Sound-filmstrip projectors.....	3.....	2.....	Do.
Overhead projectors.....	3.....	4.....	Do.
Opaque projectors.....	1.....	1.....	Do.
Filmstrip viewers.....	3.....	3.....	Do.
Slide viewers.....	2.....	2.....	Do.
TV receivers.....	5.....	3.....	Do.
Micro-projectors.....	0.....	0.....	Do.
Cameras.....	0.....	1.....	Do.
Record players.....	10.....	10.....	Do.
Audiotape recorders.....	3.....	11.....	Do.
Listening stations.....	0.....	6.....	Do.
Projection screens.....	2.....	4.....	Do.
Videotape recorders.....	3.....	4.....	Do.
Videotape cameras.....	1.....	3.....	Do.
Typewriters.....	1.....	1.....	Do.

DEVELOPMENT OF FACILITIES AND EQUIPMENT—STANDING ROCK SITES

The following table indicates facilities and equipment development for the Standing Rock Tribal Library. For comparison purposes, ALA Standards for Small Public Libraries are indicated where applicable.

1.—FACILITIES—FORT YATES

Item	Phase I	Phase IV	ALA standard
Heating system	Not in operation	Forced air	Forced air or hot water.
Ventilation system	do	Central air	Not available.
Lighting system	do	Electrical, fluorescent	Electrical, 70 candles.
Total square footage	do	1,952 ft ¹	2,500 ft ¹ .
Small group rooms	do	None	Not available.
Storage area	do	171 ft ¹	Do.
Office area	do	161 ft ¹	300 ft ¹ .
Media production area	do	None	Not available.
Book storage area	do	750 ft ¹	1,000 ft ¹ .
Direct access to toilet facilities	do	Yes	Yes.

¹ Square feet

2.—EQUIPMENT—FORT YATES

Item	Phase I	Phase IV	ALA standard
Reading stations	Not in operation	39	16.
Shelving (linear feet)	do	1,092	1,300 plus 1 ft for every 8 books over 10,000.
Card catalog	do	1 to 15 drawer	Appropriate catalogs provided.
Circulation desk	do	Yes	Not available.
Office desks	do	2	Do.
Storage equipment	do	Shelving in storage room.	Do.
16 mm projectors	do	0	Do.
8 mm projectors	do	0	Do.
2 X 2 slide projectors	do	0	Do.
Filmstrip projectors	do	0	Do.
Sound-filmstrip projectors	do	0	Do.
Overhead projectors	do	0	Do.
Opaque projectors	do	0	Do.
Filmstrip viewers	do	0	Do.
Slide viewers	do	0	Do.
TV receivers	do	0	Do.
Micro-projectors	do	0	Do.
Cameras	do	0	Do.
Record players	do	0	Do.
Audiotape recorders	do	1	Do.
Listening stations	do	0	Do.
Projection screens	do	0	Do.
Videotape recorders	do	0	Do.
Videotape cameras	do	0	Do.
Typewriters	do	2	Do.

1. FACILITIES—CANNONBALL

Item	Phase I	Phase IV	ALA standard
Heating system	Not in operation	Forced air	Forced air or hot water.
Ventilation system	do	Windows	Not available.
Lighting system	do	Fluorescent	70 ft candles at reading surface.
Total square footage	do	629 ft ¹	2,000 ft ¹ .
Small group rooms	do	None	Not available.
Storage area	do	Yes	Do.
Office area	do	120 ft ¹	300 ft ¹ .
Media production area	do	Yes	Not available.
Book storage area	do	400 ft ¹	Space must be provided for storage of local history materials.
Direct access to toilet facilities	do	Yes	Yes.

¹ Square feet.

2. EQUIPMENT

Item	Phase I	Phase IV	ALA standard
Reading stations.....	Not in operation.....	12.....	16.....
Shelving (linear feet).....	do.....	612.....	1,300 linear ft.
Card catalog.....	do.....	8 drawer.....	Appropriate catalog provides.
Circulation desk.....	do.....	Yes.....	Not available.
Office desks.....	do.....	1.....	Do.
Storage equipment.....	do.....	2 vertical files.....	Do.
16 mm projectors.....	do.....	1 storage.....	Do.
8 mm projectors.....	do.....	2.....	Do.
2 by 2 slide projectors.....	do.....	0.....	Do.
Filmstrip projectors.....	do.....	1.....	Do.
Sound-filmstrip projectors.....	do.....	2.....	Do.
Overhead projectors.....	do.....	2.....	Do.
Opaque projectors.....	do.....	0.....	Do.
Filmstrip viewers.....	do.....	3.....	Do.
Slide viewers.....	do.....	0.....	Do.
TV receivers.....	do.....	0.....	Do.
Micro-projectors.....	do.....	0.....	Do.
Cameras.....	do.....	0.....	Do.
Record players.....	do.....	1.....	Do.
Audiotape recorders.....	do.....	6.....	Do.
Listening stations.....	do.....	3.....	Do.
Projection screens.....	do.....	1.....	Do.
Videotape recorders.....	do.....	0.....	Do.
Videotape cameras.....	do.....	0.....	Do.
Typewriters.....	do.....	1.....	Do.

1.—FACILITIES—LITTLE EAGLE

Item	Phase I	Phase IV	ALA standard
Heating system.....	Not in operation.....	Steam.....	Forced air or hot water.
Ventilation system.....	do.....	Windows.....	Not available.
Lighting system.....	do.....	Fluorescent.....	70 ft. candles at reading surface.
Total square footage.....	do.....	264 ft ¹	2,000 ft ¹
Small group rooms.....	do.....	None.....	Not available.
Storage area.....	do.....	None.....	Not available.
Office area.....	do.....	40 ft ¹	300 ft ¹
Media production area.....	do.....	None.....	Not available.
Book storage area.....	do.....	110 ft ¹	Space must be provided for storage of local history materials.
Direct access to toilet facilities.....	do.....	No.....	Yes

¹ Square feet.

2.—EQUIPMENT—LITTLE EAGLE

Item	Phase I	Phase IV	ALA standard
Reading stations.....	Not in operation.....	8.....	16.....
Shelving (linear feet).....	do.....	180 ft.....	1,300 lin. ft.
Card catalog.....	do.....	4 drawer.....	Appropriate catalog provided.
Circulation desk.....	do.....	None.....	Not available.
Office desks.....	do.....	1.....	Do.
Storage equipment.....	do.....	None.....	Do.
16 mm projectors.....	do.....	0.....	Do.
8 mm projectors.....	do.....	0.....	Do.
2x2 slide projectors.....	do.....	0.....	Do.
Filmstrip projectors.....	do.....	0.....	Do.
Sound-filmstrip projectors.....	do.....	0.....	Do.
Overhead projectors.....	do.....	0.....	Do.
Opaque projectors.....	do.....	0.....	Do.
Filmstrip viewers.....	do.....	0.....	Do.
Slide viewers.....	do.....	0.....	Do.
TV receivers.....	do.....	0.....	Do.
Micro-projectors.....	do.....	0.....	Do.
Cameras.....	do.....	0.....	Do.
Record players.....	do.....	0.....	Do.
Audiotape recorders.....	do.....	0.....	Do.
Listening stations.....	do.....	0.....	Do.
Projection screens.....	do.....	0.....	Do.
Videotape recorders.....	do.....	1.....	Do.
Videotape cameras.....	do.....	1.....	Do.
Typewriters.....	do.....	1.....	Do.

I.—FACILITIES—BULLHEAD

Item	Phase I	Phase IV	ALA standard
Heating system.....	Not in operation.....	Steam.....	Forced air or hot water.
Ventilation system.....	do.....	None.....	Not available.
Lighting system.....	do.....	Fluorescent.....	70 ft candles at reading surface.
Total square footage.....	do.....	350 ft ¹	2,000 ft ¹
Small group rooms.....	do.....	None.....	Not available.
Storage area.....	do.....	None.....	Do.
Office area.....	do.....	40 ft ¹	300 ft ¹
Media production area.....	do.....	None.....	Not available.
Book storage area.....	do.....	150 ft ¹	Space should be provided for storage of local history material.
Direct access to toilet facilities.....	do.....	No.....	Yes.

¹ Square feet.

2.—EQUIPMENT

Item	Phase I	Phase IV	ALA standard
Reading stations.....	Not in operation.....	16.....	16.
Shelving (linear feet).....	do.....	206 ft.....	1,300 plus 1 ft for every 8 books over 10,000.
Card catalog.....	do.....	None.....	Appropriate catalog provided.
Circulation desk.....	do.....	do.....	Not available
Office desks.....	do.....	1.....	Do.
Storage equipment.....	do.....	None.....	Do.
16 mm projectors.....	do.....	0.....	Do.
8 mm projectors.....	do.....	0.....	Do.
2 by 2 slide projectors.....	do.....	0.....	Do.
Filmstrip projectors.....	do.....	0.....	Do.
Sound-filmstrip projectors.....	do.....	0.....	Do.
Overhead projectors.....	do.....	0.....	Do.
Opaque projectors.....	do.....	0.....	Do.
Filmstrip viewers.....	do.....	0.....	Do.
Slide viewers.....	do.....	0.....	Do.
TV receivers.....	do.....	0.....	Do.
Micro-projectors.....	do.....	0.....	Do.
Cameras.....	do.....	0.....	Do.
Record players.....	do.....	0.....	Do.
Audiotape recorders.....	do.....	0.....	Do.
Listening stations.....	do.....	0.....	Do.
Projection screens.....	do.....	0.....	Do.
Videotape recorders.....	do.....	0.....	Do.
Videotape cameras.....	do.....	0.....	Do.
Typewriters.....	do.....	1.....	Do.

DEVELOPMENT OF FACILITIES AND EQUIPMENT—AKWESASNE SITE

The following table indicates facilities and equipment development for the Akwesasne Library. For comparison purposes, ALA Standards for Small Public Libraries are indicated where applicable.

I.—FACILITIES

Item	Phase I	Phase IV	ALA standard
Heating system.....	Forced air—oil furnace.	Same.....	Forced air or hot water.
Ventilation system.....	None.....	Air-conditioned.....	Not specified.
Lighting system.....	Electrical fluorescent.	Electrical fluorescent.	Electrical, 70 fc.
Total square footage.....	3,200 ft ¹	2,870 ft ¹	2,500 ft ¹
Small group rooms.....	2 (temp.).....	1.....	Not specified.
Storage area.....	None.....	None.....	Do.
Office area.....	do.....	550 ft ¹	300 ft ¹
Media production area.....	do.....	None.....	Not specified.
Book storage area.....	1,520 ft ¹	1,165 ft ¹	1,000 ft ¹
Direct access to toilet facilities.....	No.....	No.....	Yes.

¹ Square feet.

2.—EQUIPMENT—AKWESASNE

Item	Phase I	Phase IV	ALA standard
Reading stations.....	28.....	35.....	16.....
Shelving (linear feet).....	700.....	1,054.....	1,300.....
Card catalog.....	1 to 12 drawer.....	1 to 30 drawer, 1 to 12 drawer.....	Yes.....
Circulation desk.....	1.....	1.....	Not specified.....
Office desks.....	1.....	3.....	Do.....
Storage equipment.....	1 file cabinet.....	3 file cabinets, 2 storage cabinets, AV storage.....	Do.....
16 mm projectors.....	0.....	1.....	Do.....
8 mm projectors.....	0.....	0.....	Do.....
2x2 slide projectors.....	0.....	1.....	Do.....
Filmstrip projectors.....	0.....	1.....	Do.....
Sound-filmstrip projectors.....	0.....	0.....	Do.....
Overhead projectors.....	0.....	1.....	Do.....
Opaque projectors.....	0.....	0.....	Do.....
Filmstrip viewers.....	0.....	2.....	Do.....
Slide viewers.....	0.....	2.....	Do.....
TV receivers.....	0.....	0.....	Do.....
Micro-projectors.....	0.....	0.....	Do.....
Cameras.....	0.....	2.....	Do.....
Record players.....	0.....	4.....	Do.....
Audiotape recorders.....	0.....	4.....	Do.....
Listening stations.....	0.....	12.....	Do.....
Projection screens.....	0.....	2.....	Do.....
Videotape recorders.....	0.....	0.....	Do.....
Videotape cameras.....	0.....	0.....	Do.....
Typewriters.....	2.....	1.....	Do.....

ROUGH ROCK LIBRARY INVENTORY

I. Physical Plant Facilities

- A. Date of construction—1966
- B. Construction—concrete block and brick
- C. Heating system—steam heat
- D. Ventilation system—none, open air
- E. Lighting system—electrical fluorescent tubular
- F. Card catalogues—three 24" x 12" files
- G. Total library space—1,734 square feet
- H. Small group rooms—two, 120 and 180 square feet
- I. Individual learning areas—156 square feet
- J. Equipment and storage areas—144 square feet
- K. Administrative area—180 square feet
- L. Media production area—375 square feet
- M. Conference room—54 square feet
- N. Dark rooms—300 square feet
- O. Book display areas—323 square feet

II. Staffing

- A. Governing agency—Dine' Incorporated
- B. Staff positions—
- C. Level of training—High school diplomas
- D. Ethnic background—All Navajo employees
- E. Staff average age—20 years
- F. Average weekly hrs. of work—40 hours

III. Service

- A. Access to library in days—5 days a week
- B. Access to library in hours/day—8 hours
- C. Population served—400 students, 100 adults
- D. Percentage of use by elementary grades K-5—30%
- E. Percentage of use by secondary grades 6-10—55%
- F. Percentage of use by young adults ages 18-20—8%
- G. Percentage of use by middle aged adults 31-50—6%
- H. Percentage of use by elderly adults over 50—1%
- I. Circulation rate last year—unknown

- J. Services provided to community—Adult Basic Education
- K. Services provided to special groups—4—H. teachers
- L. Services rendered to elementary pupils—special events, plays, drama, movies, slides and filmstrips, story telling, record listening, tutorial services, basic exploratory research
- M. Services rendered to junior and senior high students—similar to elementary but including Navajo curriculum consultants, forum speakers

IV. Print Materials

- A. Total number of titles—estimated at 2,000
- B. Number of books on American Indians—estimated at 500
- C. Nonfiction books on American Indians—estimated at 100
- D. Fiction books on American Indians—estimated at 400
- E. Number of books by American Indian authors—estimated at 25
- F. Number of books on the Navajo language—3
- G. Number of encyclopedias—6 sets
- H. Number of dictionaries—12
- I. Reader's guides—9
- J. Almanacs—4
- K. Atlases—2
- L. Maps—10
- M. Globes—2
- N. Art prints—20
- O. Pictures—8
- P. Magazine titles—10
- Q. Newspaper titles—4
- R. Pamphlets—5
- S. Periodicals and journals—7

V. Non-print materials

- A. Filmstrips—33 (none on American Indians)
- B. Films—1 (others available from Arizona State University and B.I.A.)
- C. Tape recordings—65 (30 on American Indians)
- D. Video tapes—61 (40 on American Indians)

VI. Equipment

- A. 16 mm. projectors—3
- B. 8 mm. projectors—0
- C. 2 x 2 slide projectors—3
- D. Filmstrip projectors—3
- E. Sound filmstrip projectors—3
- F. 10 x 10 overhead projectors—3
- G. Opaque projector—1
- H. Filmstrip viewers—3
- I. 2 x 2 slide viewers—2
- J. TV receiver—5
- K. Micro projector—0
- L. Record players—10
- M. Audio tape recorders—3
- N. Listening stations—3
- O. Projection charts—2
- P. Projection screens—2
- Q. Closed circuit TV—3
- R. Radio receivers (AM-FM)—0
- S. Copy machines—5
- T. Duplicating machines—4
- U. Micro-reader—0
- V. Micro-reader-printer—0
- W. Portable video tape equipment—1
- X. Typewriters—3

APPENDIX E DEVELOPMENT OF COLLECTIONS

Site	Phase I ¹	Phase II	Phase III
Rough Rock:			
Books	2,000	NA	5,500
Magazine titles	10	NA	70
Films, 16 mm.	1	NA	0
Filmstrips	33	NA	60
Videotapes	61	NA	80
Records	0	NA	35
Audiotapes	0	NA	130
Standing Rock:			
Fort Yates:			
Books	0	1,677	4,500
Magazine titles	0	94	91
Films, 16 mm.	0	0	0
Filmstrips	0	0	0
Videotapes	0	0	27
Records	0	0	9
Cannonball:			
Books	0	2,374	4,000
Magazine titles	0	70	73
Films, 16 mm.	0	0	0
Filmstrips	0	66	70
Videotapes	0	25	25
Records	0	11	11
Bullhead:			
Books	0	NA	3,608
Magazine titles	0	NA	81
Films, 16 mm.	0	NA	0
Filmstrips	0	NA	0
Videotapes	0	NA	0
Records	0	NA	0
Little Eagle:			
Books	0		4,711
Magazine titles	0		76
Films, 16 mm.	0		0
Filmstrips	0		0
Videotapes	0	31	63
Records	0		0
Akwesasne:			
Books	6,493	11,592	12,039
Magazine titles	10	59	88
Films, 16 mm.	0	0	5
Filmstrips	0	19	98
Videotapes	0	39	92
Records	1	0	25

¹ Existing prior to NIEA involvement.² Hours.

APPENDIX F

A JOINT STATEMENT OF: NATIONAL INDIAN EDUCATION ASSOCIATION AND AMERICAN LIBRARY ASSOCIATION

In order to meet informational needs of American Indians and to purvey and promote the rich cultural heritage of American Indians, the following goals are presented as guidelines for programs of library and information service serving American Indians.

Goal—All library and information service must show sensitivity to cultural and social components existent in individual Indian communities.

All forms of library service will require the application of bilingual and bi-cultural principles to insure success.

Goal—Indian representation, through appointment to local boards and creation of local advisory committees concerning service to and about American Indians, is essential for healthy, viable programs.

Goals should have input from those persons it attempts to serve; thus insuring programs and materials which will truly meet informational and other needs.

Goal—Materials which meet informational and educational needs and which present a bi-cultural view of history and culture, must be provided in appropriate formats, quality, and quantity to meet current and future needs.

The library should produce its own materials, if they are not available, in a language or format used by most of the community.

Goal—Library programs, outreach, and delivery systems must be created which will insure rapid access to information in a manner compatible with the community's cultural milieu.

Library programs in Indian communities must take into account that local community's cultural life style.

Goal—American Indian personnel trained for positions of responsibility are essential to the success of any program.

Recruitment and training programs must be devised and implemented.

Goal—Continuing funding sources for library and information service must be developed.

Library service, as a function of education, is a treaty right of American Indians.

APPENDIX G

"CURRENT COLLECTION IN RELATION TO EXPRESSED INFORMATIONAL NEED"— AKWESASNE, STANDING ROCK, AND ROUGH ROCK

Product

1. Akwesasne:

(a) Description of collection as a function of subject and comparison with expressed needs.

Subject	Collection size	Adult priority	Secondary priority	Elementary priority
Health and safety	70	1	5	1
Occupational and vocational information	38	2	1	NA
Service agencies	101	3	6	NA
Family life	80	4	4	8
Consumer information	237	5	7	3
Legal and civil rights	23	6	2	NA
American Indians in urban society	2	7	3	6
General education	4,784	8	10	5
American Indian culture	982	9	8	2
Recreation	142	10	9	4
Contemporary events	110	11	11	7
Other	4,473	NA	NA	NA

(b) Comment by evaluators: Is some information unavailable commercially? Users with special needs effect physical format. Role of Project Staff, Site Staff, Site Board. Adequacy of funding. How is material organized?

2. Standing Rock:

(a) Description of collection as a function of subject and comparison with expressed needs.

Subject	Collection size	Adult priority	Secondary priority	Elementary priority
Legal and civil rights	137	1	2	NA
Occupational and vocational	265	2	3	NA
Health and safety	304	3	1	4
Service agencies	168	4	7	NA
American Indian culture	874	5	11	2
General education	4,982	6	4	1
Indians in urban society	14	7	6	6
Consumer	107	8	10	7
Contemporary events	81	9	8	5
Recreation	116	10	9	3
Family life	65	11	5	8
Other	7,081	NA	NA	NA

(b) Comment by evaluators: Is some information unavailable commercially? Users with special needs effect physical format. Role of Project Staff, Site Staff, Site Board. Adequacy of funding. How is material organized?

3. Rough Rock:

(a) Description of collection as a function of subject and comparison with expressed needs.

Subject	Collection size	Adult priority	Secondary priority	Primary priority
Legal and civil rights	23	1	1	NA
American Indian culture	1,093	2	2	6
Service agencies	32	3	5	NA
Occupational and vocational	87	4	6	NA
General education	3,076	5	3	1
Family life	30	6	8	7
Health and safety	82	7	10	5
Contemporary events	25	8	7	2
Consumer information	2	9	4	3
American Indians in urban society	2	10	4	4
Recreational	53	11	11	NA
Other	2,277	NA	NA	NA

APPENDIX II

CURRENT USE IN RELATION TO EXPRESSED INFORMATIONAL NEEDS—AKWESASNE, STANDING ROCK, AND ROUGH ROCK

Product

1. Akwesasne:

(a) Describe use as a function of assessed information needs in the circulation of materials.

(Results of a survey conducted January-April 1975)

	Adult use	Adult priority	Secondary use	Secondary priority	Primary use	Primary priority
Health and safety	15	1	3	5	0	1
Occupational and vocational information	17	2	15	1	NA	NA
Service agencies	1	3	6	6	NA	NA
Family life	0	4	0	4	0	8
Consumer information	95	5	71	7	11	3
Legal and civil rights	0	6	0	2	NA	NA
American Indians in urban society	10	7	7	3	2	6
General education	408	8	382	10	86	5
American Indian culture	161	9	132	8	5	2
Recreation	140	10	136	9	8	4
Contemporary events	0	11	4	11	0	7
Other (fiction)	1,025	NA	816	NA	352	NA

2. Standing Rock:

	Adult use	Adult priority	Secondary use	Secondary priority	Primary use	Primary priority
Health and safety	26	3	11	1	8	4
Occupational and vocational information	23	2	5	3	NA	NA
Service agencies	10	4	0	7	NA	NA
Family life	81	11	10	5	5	8
Consumer information	91	8	0	10	0	7
Legal and civil rights	37	1	4	2	NA	NA
American Indians in urban society	89	7	17	6	2	6
General education	454	6	121	4	769	1
American Indian culture	420	5	72	11	393	2
Recreation	402	10	120	9	202	3
Contemporary events	1,195	9	32	8	272	5
Other (fiction)	236	NA	180	NA	2,326	NA

3. Rough Rock:

	Adult use	Adult priority	Secondary use	Secondary priority	Primary use	Primary priority
Health and safety.....	3	7	0	10	0	7
Occupational and vocational information.....	0	4	0	6	NA	NA
Service agencies.....	0	3	0	5	NA	NA
Family life.....	0	6	0	8	0	8
Consumer information.....	22	9	0	7	0	2
Legal and civil rights.....	0	1	0	1	NA	NA
American Indians in urban society.....	46	10	25	4	17	3
General education.....	0	5	196	3	270	1
American Indian culture.....	38	2	64	2	116	6
Recreation.....	48	11	154	11	116	4
Contemporary events.....	0	8	20	9	25	5
Other.....	97	NA	100	NA	90	NA

Ms. ELLIS. From this evaluation, and from the 3-year project, there is a demonstration very well illustrated that there exists a need for library services in Indian communities. The people of those communities would like information all the way from adult basic education material to the availability of tribal treaties and the mechanism with which the United States operates. Those are some of the things that the Indian people would like to know about.

From this, I would like to recommend that new legislation be developed specifically for Indian libraries including construction, the staff, the materials and operational services for those libraries. It possibly could be attached to, let us say, a subsection of the Indian Education Act, another part of title IV.

Further, if there is presently no policy on Indian libraries within the Bureau of Indian Affairs, then it becomes extremely necessary to develop such a policy. We have talked with those people, and the Secretary of the Interior, and to the Director of Education within the Bureau.

The next item I would like to address is the Flandreau Indian School. I am a member of the school board of Flandreau Indian School, and I have been for 5 years. Flandreau Indian School is unique in that we have developed special programs for those students who arrive there.

The students are from nine States, and they are pushouts, dropouts, victims of the social dilemma in their own area, or for some other reason.

We have developed educational services for these students, even for college students, or for those students who arrive, for example, who are 19 years old and do not know second grade math or the rudiments of a ruler.

We provide psychological testing and psychological services on a voluntary basis. We have, for instance, a full-time chaplain who is funded through private sources. These are some of the examples of the special things that are going on at Flandreau Indian School.

I would like to recommend that Flandreau Indian School be reviewed and used as an example of the development of such programs in Bureau operated schools. I would like to point out further that all of this is being done with a per pupil cost in the neighborhood of \$3,000, which is very low.

Mr. MEEDS. This is a resident school?

Ms. ELLIS. Yes.

Mr. MEEDS. So it includes board and room.

Ms. ELLIS. It is a boarding school with students from nine States attending that school at Flandreau, S. Dak.

Mr. MEEDS. Do you know how much the education component is of that \$3,000?

Ms. ELLIS. I do not have the breakdown.

Mr. MEEDS. You say that it costs \$3,000 per student, but it does include board and room?

Ms. ELLIS. It is a very low figure, across the board. I would be happy to provide the complete figures for the committee.

Mr. MEEDS. If you would break it down.

[Information follows:]

NATIONAL INDIAN EDUCATION ASSOCIATION,
Minneapolis, Minn., September 30, 1975.

HON. CARL D. PERKINS,

Chairman, Subcommittee on Elementary, Secondary and Vocational Education,
Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: Enclosed herewith is a budget breakdown stating the per pupil cost and other relevant financial data of Flandreau Indian School. This information was requested by Congressman Lloyd Meeds during testimony on July 29th.

I regret that this information is this late. However, I had just obtained same at the F.I.S. board meeting held September 25 and 26, 1975.

Sincerely,

LORETTA V. ELLIS.

Enclosure:

*Flandreau Indian School, Flandreau, S. Dak.—Budget breakdown
fiscal year 1976*

Total budget available.....	\$1, 632, 800
Students present opening day.....	568
Per pupil cost per year.....	2, 874
Total permanent personnel.....	88
Total furlough personnel.....	12
Total temporary personnel.....	3
	103

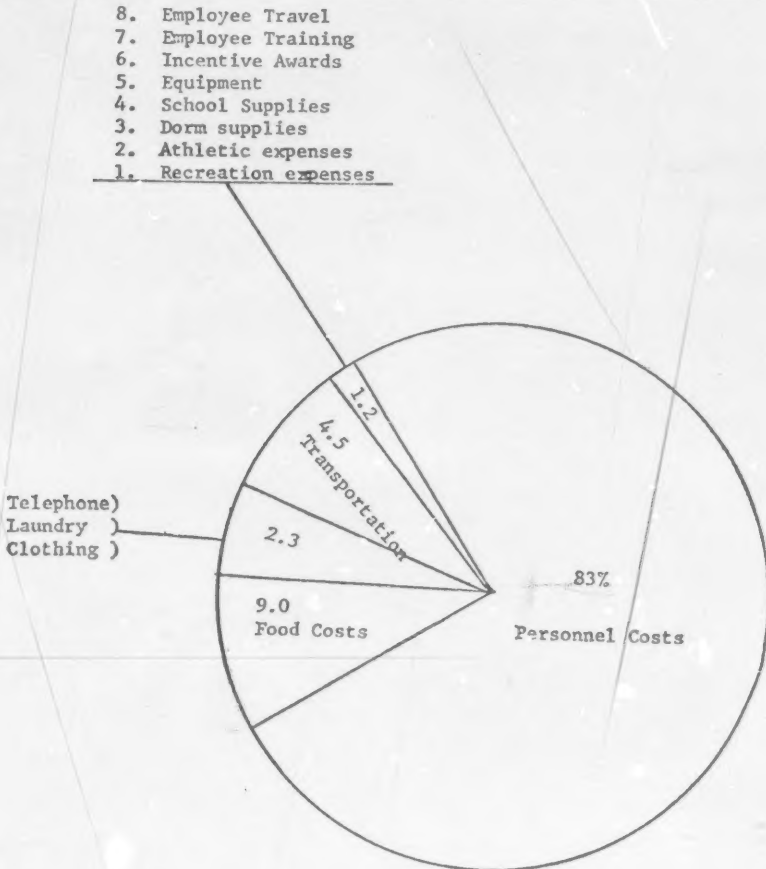
Budget breakdown:

Total fund available.....	1, 632, 800
Total cost personnel.....	-1, 362, 028
	270, 772

Fixed costs:

Food	150, 000
Transportation	75, 000
Telephone	12, 000
Laundry	20, 000
School board expenses	2, 000
Clothing (students).....	6, 000
Student work program.....	15, 000
	280, 000
Total fixed costs.....	-290, 000
	-9, 228

Component	Amount programed	Percent total budget
1161 Direct instruction.....	\$581,600	35.6
1163 Instructional media center.....	13,300	.8
1164 Pupil services.....	145,500	9.0
1165 Home living.....	344,000	21.1
1166 Student activities.....	88,600	5.4
1167 Food services.....	263,200	16.1
1168 Pupil transportation.....	75,000	4.6
1170 Parental involvement.....	2,000	.1
1190 General operations.....	119,600	7.3
Total.....	1,632,800	100.0



1.2 Non-Fixed Operating Costs equal \$31,350.

School is in session 248 days.

568 students

$$\$31,350 \div 248 = \$126.41$$

$$\$126.41 \div 568 = .22 \text{ per day per student}$$

Ms. ELLIS. This is a recommendation for Flandreau School. The other thing that I would like to address is basic educational opportunity grants. Congress has approved \$660 million for basic grants, and last year there was a carryover in basic grants of \$135 million, making available a total of \$795 million for basic educational opportunity grants to students attending colleges and universities and exemplary schools throughout the United States for this fiscal year.

The problem in Indian country with that is that Indian people are not notified. They do not know how to fill out the form, or that this money is available. I believe that the Bureau has in the neighborhood of an \$18 million-plus for higher education, and that is used up and the Indian student is still not getting in the colleges and universities.

I would like to propose that a training program be initiated for Indian people in the reservation areas for those tribes that have contracts for higher education, for instance, and not specifically for Bureau people, but they should be included.

That this be done with Office of Education money rather with Bureau money.

Mr. MEEDS. Indian financial aid officers, or Indian financial aid personnel?

Ms. ELLIS. The tribes do have contracts for higher education and in some instances those persons should be trained, and the local Indian education committee should be trained.

They have employment assistance people who work with the vocational area, and they should be trained on the availability of the \$795 million to those people who are eligible. This applies to those students who are freshmen, sophomores, or juniors in colleges and universities and exemplary schools, including educational schools.

Mr. MEEDS. Thank you.

Who is next?

STATEMENT OF JANA McKEAG, EDUCATION DIRECTOR, NATIONAL CONGRESS OF AMERICAN INDIANS

Ms. McKEAG. My name is Jana McKeag, and I am the director for education of the National Congress of American Indians. I have submitted a prepared statement. However, I have not prepared a summary of this statement; because it is short and because I am a little nervous. I would like to read part of the statement, if you don't mind.

Mr. MEEDS. Without objection, the entire statement will be made part of the record.

[Prepared statement follows:]

PREPARED STATEMENT OF JANA McKEAG, EDUCATION DIRECTOR, NATIONAL CONGRESS OF AMERICAN INDIANS

Good morning, thank you very much. Mr. Chairman and members of the subcommittee, my name is Jana McKeag and I am the education director for the National Congress of American Indians. The National Congress of American Indians (N.C.A.I.) is the oldest and largest national Indian organization, representing over one hundred member Tribes and regional Indian organizations. NCAI was established by Indian people in 1944, ten years after the passage of Indian Reorganization Act (IRA) and, since that time, has served as a voice of the Tribes at a national level. In the past ten years NCAI has expanded its role to include other services to Indians such as technical assistance, information dispersal and program development. I have submitted copies of education resolutions from the 1974 NCAI National Convention for the record.

In addition, we work cooperatively with organizations and Federal agencies involved in Indian education to obtain the best possible educational legislation and programs for Indian people. We commend the National Indian Education Association, the Coalition of Indian Controlled School Boards, the Institute for the Development of Indian Law and the American Indian Higher Education Consortium for their dedication and perseverance in this field. The National Congress of American Indians supports the statements submitted by the NIEA and the IDIL and wishes to re-emphasize the need for a thorough review of the responsibility of the U.S. Office of Education and the policies of the Office of Indian Education. We also recommend an evaluation of the role of the National Advisory Council on Indian Education and the goals, priorities and authority of the Council.

On January 4, 1975 President Ford signed the Indian Self-Determination and Education Assistance Act (PL 93-638). NCAI was instrumental in the development of that legislation and has continually supported the concepts and provisions as set forth in that act. The implications that the act holds for the future of Indian people are crucial in terms of actualization of the philosophy of "self-determination," especially in the areas of Indian education. The 1974 amendment to the Johnson O'Malley Act advocates this viewpoint by authorizing and sanctioning the participation of Indian parent education committees in the design and approval of JOM programs. However, this philosophy must be reinforced and the substance of the 1974 amendments maintained by the Public Law 638 title II regulations to fully ensure the implementation of this important piece of legislation in Indian education.

The Self-Determination Act contains tremendous potential opportunities for the Indian community. Yet, how has the BIA Education Division commenced the enormous preparations necessary to meet the demands outlined in the act?

The BIA Education Division received \$226,495,000.00 in funding for FY 75-76, approximately one-third of the total budget of the Bureau of Indian Affairs. Obviously, Congress has recognized the importance of providing a meaningful education system for American Indians by allocating this percentage of funding during the past three years. Why, then, do the "alarming statistics" concerning the illiteracy and drop-out rates of Indian students seem to increase as, ironically, the money spent in Indian education also increases? Why did the BIA find it necessary to turn back three million dollars in title I alone last year, vital Office of Education monies which provide services to disadvantaged children, when teachers of Indian students can't conduct a classroom adequately simply for want of supplies? What steps must be taken to secure quality educational standards for Indian students?

In any bureaucratic system, educational or otherwise, there are basic expectations which must be met in order for that system to efficiently serve its constituency. Goals and priorities should be established, standard procedure and policy formulated, systematic planning maintained and communication sustained so that the structure is basically operative. Over the past three years, BIA education has been outstandingly deficient in any of the basic criteria mentioned above. It is unfortunate that my testimony must address such general areas of concern, but basic problems in the structure and organization of the BIA Education Division must be resolved before the more specific issues may be confronted.

Two recent instances may be cited as symptomatic of this perpetual state of BIA chaos. The rationale behind the decentralization of the Central Office of Education Division to Albuquerque remains a mystery. How does this move facilitate the much-needed cooperation and coordination between BIA education and the Washington, D.C.-based U.S. Office of Indian Education. In a system which is inherently complex in its organizational structure anyway, this move served only to enhance confusion on the part of Indian people and inefficiency, on the part of the BIA in serving the educational needs of Indians, as well as adding to administration costs and further depriving Indian children of a sufficient education.

The distribution formula for Johnson O'Malley Fund, those moneys specifically allocated to provide special educational programs for Indian children, is another enigma. This controversy is so ancient that the original regulations may be found in the form of Navajo rock paintings. The present formula, which was devised in response to the 1974 amendment in an attempt to equate the moneys spent, drastically cuts funding in several States affecting planning and programs.

Typically, the policy for awarding JOM moneys was never standardized according to specific criteria other than perpetual cost expenditure based on State education expenditures. The number of Indian students served in each BIA area, absurdly enough, has not been a factor in making this determination. Furthermore, the States are very often the parties responsible for receiving and for the administration of these programs. Title II of Public Law 638 mandates an analysis of the distribution and application of these special education funds, taking into consideration the myriad complex factors such as the actual need for basic support by the States, prorata requirements, etc. NCAI requests support of the definitive study of JOM currently in process under the auspices of NIEA, acting as an independent contractor, so that tribes will finally have a consistent, predictable procedure through which to implement their education programs.

Finally, NCAI recommends that the subcommittee review the overall organization of the BIA Education Division. How is that agency structured to deal efficiently with the specialized areas of educational programs and problems confronting a minority groups as unique and diverse as the American Indian Community? These basic organizational issues should also be analyzed in relation to the efforts that have made by BIA to determine exactly what the educational needs and desires of Indian people are and, if and when this assessment has been made, their accessibility and willingness to work cooperatively with Indian people to provide those services requested. NCAI recommends that, in conducting its investigation, the subcommittee review the mechanism within this division for approaching specialized aspects of education. Are these offices amply equipped to deal solely with areas of critical concern such as early childhood, curriculum development, teacher training, bilingual education, emotionally disturbed children, gifted children, etc.

In April, 1975, Commissioner Thompson signed the charter for the Institute of American Indian Arts authorizing that institution of higher education to seek accreditation as a junior college. NCAI applauds this action but feels that a special division for higher education located in the Washington office should be created which will be responsible for the three BIA junior colleges, the institute, Haskell and Southwest Indian Polytechnic Institute, and the particular focus overall that American Indian higher education should take. The joint council of regents of those institutions have been advocating the creation of this special division for the past five years, meeting only opposition within the BIA.

Reservation boarding schools, day schools, and off-reservation day schools represents another issue which warrants closer examination. Although potentially an avenue for educational innovation and emphasis on the goals of the Indian community, these schools have degenerated into grey institutions offering little in programs to motivate their students. These schools have, moreover, become drop-off centers for Indian students with emotional problems who often shuttle between schools because no attempt is made to keep track of their activities. Their condition becomes only aggravated in this worthless environment.

Gentlemen, your trip to Alaska will give you the opportunity to investigate, in particular, the situation of these students. Many of these Indian students reside in foster homes, homes that has been selected indiscriminately, following no criteria or set standards except that the families will be subsidized for their cooperation. Does this attitude reflect a sensitive approach to Indian students and their problems?

Finally, in looking towards implementation of Public Law 638, how does the present contracting or grant award procedure assist the efforts of tribes who wish to develop their own programs in education? For that matter, what is the policy and criteria established to coordinate these efforts? NCAI requests an investigation of and report on the practices and procedures of the BIA education office, especially in light of the obligations set forth in Public Law 638. Furthermore, we request that the subcommittee issue directive creating a task force of Indian educators and BIA education staff which would work together for a specified period to ensure that comprehensive planning and restructuring of BIA education takes place and that PL 638 is enacted as fully intended. It is important as Public Law 638 moves forward, to begin immediately developing a specialized planning effort for education within the tribal structure. That vital piece of legislation must not become another victim of BIA in-house incompetency.

Thank you very much.

NCAI 31ST ANNUAL NATIONAL CONVENTION, OCTOBER 21-25, 1974, SAN DIEGO, CALIF.

EDUCATION RESOLUTIONS

RESOLUTION No. NCAI-74-14—EMPLOYMENT POLICY AT INTERMOUNTAIN

Whereas, concerns of Indian parents expressed on the floor of the education committee workshop at the 1974 National Congress of American Indians addressed the issue of staffing at Intermountain Indian School; and

Whereas, that concern was related to recent incidents and disturbance between students, faculty and staff as reflected in the seven-point report made by the Task Force to Commissioner Thompson on October 5, 1974; and

Whereas, the Bureau of Indian Affairs at said meeting has implied that security may be maintained by the addition of local police; and

Whereas, Indian parents and educators recognize the need for more effective counseling and a more realistic ratio of service personnel;

Now therefore, be it resolved, that the Bureau of Indian Affairs Administration take immediate steps to improve said ratio by involving through employment or reassignment, personnel who can respond culturally and humanistically to serve the safety and welfare of the student body of Intermountain School.

RESOLUTION No. NCAI-74-15—RESTRUCTURING INTERMOUNTAIN SCHOOL ADVISORY BOARD

Whereas, the composition of the student body of Intermountain School is changing as a result of the Navajo Nation's self-imposed phaseout of participation; and

Whereas, Intermountain School admissions have been opened for eligible Indian students from all tribes throughout the United States for the present and future academic years; and

Whereas, the composition of the advisory board has not reflected this new inter-tribal profile;

Now therefore be it resolved, that immediate steps be taken to restructure said advisory board and staff personnel to represent the broad service area.

RESOLUTION No. NCAI-74-16—HIRING OF POTENTIAL INDIAN TEACHERS IN EPDA PROGRAMS

Whereas, thirty-two programs of the Teachers of Indian Children Division of Education and Professions Development Act (EPDA) are funded and operational during this Fiscal Year; and

Whereas, approximately 1500 people mostly Indian are being prepared for professional education careers under these programs which are administered individually by the apparent institution or agency; and

Whereas, there exists a disproportionate ratio of non-Indian to Indian certified (credentialed) personnel in Bureau of Indian Affairs and public schools serving a significant number of Indian students;

Now therefore be it resolved, that the Bureau of Indian Affairs establish official liaison between the personnel recruitment office in all Bureau of Indian Affairs areas and the directors of those existing EPDA programs so that available potential teachers who are Indian may be considered by employment in the Bureau of Indian Affairs system;

Be it further resolved, that Area Education Officers assist EPDA projects in potential field placement of Indian teacher trainees as student teachers in Bureau schools.

RESOLUTION No. NCAI-74-23—SUPPORT OF INDIAN CONTROLLED COLLEGES

Whereas, the various Indian communities recognize and desire to control and direct their own destiny in education form themselves and their children through the Treaties and Agreements and Federal legislation such as the Indian Education Act of 1972; and

Whereas, there are various communities which have begun a concerted effort to provide post secondary education through the establishment of community based colleges and similarly locally controlled learning centers; and

Whereas, the Federal Government through the Bureau of Indian Affairs had indicated that no mechanism exists to authorize, account, and fund Indian con-

trolled community colleges or similar centers on a short or long term basis; and

Whereas, the Federal Department of Health, Education and Welfare, via the Higher Education Act of 1965 As Amended, has made only 1.4% of a total \$100 million available for Fiscal Year 1974 to such community colleges;

Whereas, the following ten (10) tribes are currently engaged in the community college function: 1) Turtle Mountain, 2) Sisseton-Wahpeton, 3) Fort Berthold, 4) Standing Rock, 5) Pine Ridge, 6) Rosebud, 7) Santee Sioux, 8) Winnebago, 9) Omaha, 10) Navajo; and

Whereas, Tribes in Oregon, Washington, Idaho, and Montana are in the process of initiating community colleges.

RESOLUTION No. NCAI-74-25—INSTITUTIONS OF HIGHER LEARNING CONSULTATION WITH TRIBES

Whereas, non-Indian institutions of higher education and other organizations have made a practice of applying for federal and foundation grants for programs to serve American Indian Tribes, but have not always consulted the tribes beforehand;

Now therefore be it resolved, that all non-Indian universities and organizations take cognizance of American Indian self-determination by first obtaining tribal resolutions of endorsement and input before they submit grant applications to receive federal, state, and private funds for programs that are designed to serve American Indian tribes.

RESOLUTION No. NCAI-74-27—CONTRACTING OF BIA SERVICES

Whereas, the National Congress of American Indians strongly supports the efforts of Indian tribes and tribal subsidiary organizations to contract for the operation of BIA programs for their members and the policy of the Secretary of the Interior to respond affirmatively to tribes which wish to contract; and

Whereas, the Bureau's new policy of local management options for BIA schools is misconceived in that it places authority for moving forward with contracting in the hands of BIA Area Directors, instead of in the hands of federally recognized Indian tribes which is necessary if self-determination in education is to be successful; and

Whereas, under this new policy, Area Directors have selected schools for inclusion in the local management plan without local tribal input or advice, which destroys the possibilities of self to function; and

Whereas, the plan and the description thereof contained in the August 1974 BIA progress report, "Control of Indian Education in BIA Schools," may create distrust and misunderstanding which will lead Indian people to oppose the policy of Indian self-determination;

Now therefore be it resolved, that the National Congress of American Indians hereby urges the Bureau of Indian Affairs to carry out the policy of Indian self-determination by contracting BIA programs to those federally recognized Indian tribes which elect self-determination as an approach to improve Indian Education; and

Be it further resolved, that the policy of the Bureau of Indian Affairs should be to facilitate, encourage and support federally recognized Indian tribes to achieve the goals which the Indians select, not to dictate pre-determined solutions, which destroys Indian self-determination; and

Be it further resolved, that the Bureau of Indian Affairs should develop policies for the implementation of Indian self-determination in close consultation and cooperation with elected Indian tribal representatives.

RESOLUTION No. NCAI-74-28—PROGRAMS FOR INDIAN CHILDREN WITH SPECIAL NEEDS

Whereas, the BIA Education Office has not adequately provided services to American Indian children who are handicapped, gifted and talented even though these special children are entitled by treaty right to receive educational services to meet their needs; and

Whereas, the HEW/OE Bureau for the education of the handicapped and Bureau for the gifted and talented have not adequately provided programs for American Indian children requiring special education; and

Whereas, American Indian children who are tribally, culturally, and linguistically diverse, require programs that are unique to their diverse needs;

Now therefore be it resolved, that BIA and the Office of Education begin to address the Special Education needs of handicapped, gifted and talented children from the diverse tribes by providing appropriate programs and funding; and

Be it further resolved, that the BIA and OE sponsor meetings for American Indian Special Education and other Indian educators so that appropriate criteria for handicapped and gifted categories can be determined and special programs can be designed.

RESOLUTION No. NCAI-74-35—PREPARATION OF TEACHERS FOR INDIAN SCHOOLS

Whereas, Schools of Education in institutions of post secondary education have inadequately prepared teachers to teach Indian children; and

Whereas, the Legislature of the State of Montana passed House Joint Resolution 60 and House Bill 343; and

Whereas, this legislation directs the State of Montana to establish a master plan for enriching the instructional background of all public school teachers through studies of American Indian cultures; and

Whereas, this legislation establishes credit requirements for primary and secondary teachers developed with the advice and assistance of Indian people, constituting instruction in history, traditions, customs, values, beliefs, ethics, and contemporary affairs of American Indians;

Now therefore be it resolved, that the National Congress of American Indians hereby recommends that all state legislatures with significant Indian populations immediately adopt appropriate legislation to direct the development of American Indian culture master study plans for public school teachers, and direct course requirements for teachers in primary and secondary schools that are located on or near Indian reservations.

RESOLUTION No. NCAI-75-45—SUPPORT OF TRIBAL CONTRACTING AND S-1017

Whereas, the National Congress of American Indians strongly supports the efforts of Indian tribes and tribal organizations to contract for the operation of BIA programs for their members and the policy of the Secretary of the Interior to respond affirmatively to tribes which wish to contract; and

Whereas, the Bureau's new policy of local management options for BIA schools is misconceived in that it places authority for moving forward with contracting in the hands of BIA Area Directors, instead of in the hands of Indian tribes and communities, which is necessary if self-determination in education is to be successful; and

Now therefore be it resolved, that the National Congress of American Indians hereby urges the Bureau of Indian Affairs to carry out the policy of Indian self-determination by contracting BIA programs to those Indian tribes and communities which elect self-determination as an approach to improve Indian Education;

and

Be it further resolved, that the Bureau of Indian Affairs should develop policies for the implementation of Indian self-determination in close consultation and cooperation with elected Indian tribal representatives;

Be it also further resolved, that NCAI does fully support S. 1017 with an aforementioned revision and urges its immediate adoption and implementation.

RESOLUTION No. NCAI-74-38—BIA HIGHER EDUCATION FUNDS

Whereas, the enrollment of Indian students at universities and colleges has increased more rapidly than the funds available; and

Whereas, inflation has forced the increase of education expenses; and

Whereas, this lack of secure funding will result in terminated education or no education for some; and

Whereas, the recent failure of the Bureau of Indian Affairs to accept the self-development of the Indian community regarding the immediate need for a minimum of \$18,768,000 add-on in the scholarships for higher education will result in many Indian students being unable to complete their education; and

Whereas, the Bureau of Indian Affairs policy of allowing only supplemental funding to Indian college students may result in many Indian college students not receiving any financial aid at all;

Now therefore be it resolved, that the National Congress of American Indians demands that the Bureau of Indian Affairs review its decision to reject the

approved \$18,768,000 requested add-on in light of the serious funding situation in higher education; and

Be it further resolved, that the National Congress of American Indians abhors and rejects the criteria used by the Bureau of Indian Affairs in its ignoring of the Indian community's documented need for increased higher education funds.

RESOLUTION No. NCAI-74-48—FUNDING AND DEPUTY COMMISSIONER FOR INDIAN EDUCATION ACT

Whereas, Congress passed the Indian Education Act of 1972 and in doing so acknowledged the utter failure of the United States Government's previous Indian Education Programs; and

Whereas, Indian people then had hope for the first time that their children would have a fair chance to improve their lot through education; and

Whereas, Congress authorized \$300 million per year to fund the Act in an attempt to correct the wrongs of the past and close the gap between the Indian and non-Indian in this country and in addition directed the Commissioner of Education to insure Indian direction in the Indian education which position has not been filled to date (more than two years after passage of the Act); and

Whereas, immediately thereafter the President expounded all funds appropriated by Congress to implement the Act thereby making a lawsuit necessary to force release of the funds, which lawsuit was successful; and

Whereas, many tribes and Indian communities have not yet received any funding or other tangible benefits from the Act even though it is now in its third year; and

Whereas, Congress will be soon considering the extent of funding for the Act for fiscal year 1976;

Now, therefore be it resolved, that the National Congress of American Indians hereby request Congress to appropriate at least \$105 million dollars to implement the intent of the Indian Education Act during Fiscal Year 1976, which amount is only 35% of the full funding as authorized by Congress in 1972 and that the commissioner of education immediately appoint a deputy commissioner of Indian education so that the true spirit intent and hope of the Indian Education Act of 1972 may be realized for all Indian people.

RESOLUTION No. NCAI-74-51—BIA EDUCATION ADVISORY COUNCIL

Whereas, the Bureau of Indian Affairs in fulfilling its Congressionally mandated responsibility to provide educational services to the American Indian tribes and Nations does not now have adequate advice and input from those they serve; and

Whereas, the BIA Education Advisory Council appointed several years ago does not appear to be functioning;

Now, therefore be it resolved, that the National Congress of American Indians supports the selection and installation of a BIA Education Advisory Council by processes established by the regulations of the Indian Education Act of 1972, P.L. 92-318;

Be it further resolved, that the BIA Commissioner mandate the education branch Central Office and field staff to be representative to the advice of the Education Advisory Council.

Ms. McKEAG. On January 4, 1975, President Ford signed the Indian Self-Determination and Education Assistance Act, Public Law 93-638. NCAI was instrumental in the development of that legislation and has continually supported the concepts and provisions as set forth in that act.

The implications that the act holds for the future of Indian people are crucial in terms of actualization of the philosophy of self-determination, especially in the areas of Indian education.

The 1974 amendment to the Johnson-O'Malley Act advocates the viewpoint by authorizing and sanctioning the participation of Indian parent education committees in the design and approval of Johnson-O'Malley programs.

However, this philosophy must be reinforced and the substance of the 1974 amendments maintained by the Public Law 638 title II regulations to fully insure the implementation of this important piece of legislation in Indian education.

The self-determination act contains tremendous potential opportunities for the Indian community. Yet, how has the BIA education division commenced the enormous preparations necessary to meet the demands outlined in the act?

The BIA education division received \$226,495,000 in funding for fiscal year 1975-76, approximately one-third of the total budget of the Bureau of Indian Affairs. Obviously Congress has recognized the importance of providing a meaningful education system for American Indians by allocating this percentage of funding during the past 3 years.

Why, then, did the alarming statistics concerning the illiteracy and dropout rates of Indian students seem to increase as, ironically, the money spent in Indian education also increased?

Why did the BIA find it necessary to turn back \$3 million in title I alone last year, vital Office of Education moneys which provide services to disadvantaged children, when teachers of Indian students cannot conduct a classroom adequately, simply for want of supplies?

What steps must be taken to secure quality educational standards for Indian students?

In any bureaucratic system, educational or otherwise, there are basic expectations which must be met in order for that system to efficiently serve its constituency. Goals and priorities should be established, standard procedure and policy formulated, systematic planning maintained, and communication sustained so that the structure is basically operative.

Over the past 3 years, BIA education has been outstandingly deficient in any of the basic criteria mentioned above. It is unfortunate that my testimony must address such general areas of concern, but basic problems in the structure and organization of the BIA education division must be resolved before the more specific issues may be confronted.

Two recent instances may be cited as symptomatic of this perpetual state of BIA chaos. The rationale behind the decentralization of the central office of the education division of Albuquerque remains a mystery.

How does this move facilitate the much needed cooperation and coordination between BIA education and the Washington, D.C., based U.S. Office of Indian Education.

In a system which is inherently complex in its organizational structure anyway, this move served only to enhance confusion on the part of Indian people and inefficiency on the part of the BIA in serving the educational needs of Indians, as well as adding to administration costs and further depriving Indian children of a sufficient education.

The distribution formula for Johnson-O'Malley funds, those moneys specifically allocated to provide special educational programs for Indian children, is another enigma. This controversy is so ancient that the original regulations may be found in the form of Navajo rock paintings.

The present formula, which was devised in response to the 1974 amendment in an attempt to equate the moneys spent, drastically cuts funding in several States affecting planning and programs.

Typically, the policy for awarding JOM moneys was never standardized according to specific criteria other than per pupil cost expenditure based on State education expenditures. The number of Indian students served in each BIA area, absurdly enough, has not been a factor in making this determination.

Furthermore, the States are very often the parties responsible for receiving and for the administration of these programs. Title II of Public Law 638 mandates an analysis of the distribution and application of these special education funds, taking into consideration the myriad complex factors such as the actual need for basic support by the States, pro rata requirements, et cetera.

NCAI requests support of the definitive study of JOM currently in process under the auspices of NIEA, acting as an independent contractor, so that tribes will finally have a consistent, predictable procedure through which to implement their education programs.

Finally, NCAI recommends that the subcommittee review the overall organization of the BIA education division. How is that agency structured to deal efficiently with the specialized areas of educational programs and problems confronting a minority group as unique and diverse as the American Indian community?

These basic organizational issues should also be analyzed in relation to the efforts that have been made by the BIA to determine exactly what the educational needs and desires of Indian people are and if and when this assessment has been made, their accessibility and willingness to work cooperatively with Indian people to provide those services requested.

NCAI recommends that, in conducting its investigation, the subcommittee review the mechanism within this division for approaching specialized aspects of education. Are these offices amply equipped to deal solely with areas of critical concern such as early childhood, curriculum development, teacher training, bilingual education, emotionally disturbed children, gifted children, et cetera.

In April of 1975, Commissioner Thompson signed the charter for the Institute of American Indian Arts authorizing that institution of higher education to seek accreditation as a junior college.

NCAI applauds this action but feels that a special division for higher education, located in the Washington office, should be created which will be responsible for the three BIA junior colleges, the institute, Haskell, and Southwest Indian Polytechnic Institute, and the particular focus overall that American Indian higher education should take.

The joint council of regents of those institutions have been advocating the creation of this special division for the past 5 years, meeting only opposition within the BIA.

Reservation boarding schools, day schools, and off-reservation day schools represent another issue which warrants closer examination. Although potentially an avenue for educational innovation and emphasis on the goals of the Indian community, these schools have degenerated into grey institutions offering little in programs to motivate their students.

These schools have, moreover, become dropoff centers for Indian students with emotional problems who often shuttle between schools because no attempt is made to keep track of their activities. Their condition becomes only aggravated in this worthless environment.

Gentlemen, your trip to Alaska will give you the opportunity to investigate, in particular, the situation of these students. Many of these Indian students reside in foster homes, homes that have been selected indiscriminately, following no criteria or set standards except that the families will be subsidized for their cooperation.

Does this attitude reflect a sensitive approach to Indian students and their problems?

Finally, in looking toward implementation of Public Law 638, how does the present contracting or grant award procedure assist the efforts of tribes who wish to develop their own programs in education?

For that matter, what is the policy and criteria established to coordinate these efforts?

NCAI requests that the subcommittee conduct a management study of the BIA education office with an emphasis on the Albuquerque office, especially in light of the obligations set forth in Public Law 638.

Furthermore, we request that the subcommittee issue a directive creating a task force of Indian educators and BIA education staff which would work together for a specified period of time to insure that comprehensive planning and restructuring of BIA education takes place and that Public Law 638 is enacted as fully intended.

It is important as Public Law 638 moves forward, to begin immediately developing a specialized planning effort for education within the tribal structure. That vital piece of legislation must not become another victim of BIA in-house incompetency.

Mr. MEEDS. You mentioned \$3 million which were not spent in title I, was this money received by the BIA under title I for programs in Indian schools, BIA-controlled schools?

Ms. McKEAG. It was received as part of title I funds.

Mr. MEEDS. How much was the total?

Ms. McKEAG. That was in the Commissioner's testimony yesterday. I don't know the exact figure.

Mr. MEEDS. Have you received any kind of explanation for the failure to spend this money in Federal programs?

Ms. McKEAG. None that I know of.

Mr. MEEDS. Would you send a letter to the Commissioner, and tell him that this has been brought up and get an explanation?

Who is next?

STATEMENT OF NOAH ALLEN, EXECUTIVE DIRECTOR, NATIONAL INDIAN EDUCATION ASSOCIATION

Mr. ALLEN. My name is Noah Allen. I am executive director of the National Indian Education Association. I am a member of the Euchee Tribe of Oklahoma, and I will not take the time to explain the purposes of NIEA. It is in my testimony.

Mr. MEEDS. Without objection, your prepared statement will be made part of the record at this point.

[Prepared statement follows:]

PREPARED STATEMENT OF NOAH ALLEN, EXECUTIVE DIRECTOR, NATIONAL INDIAN EDUCATION ASSOCIATION

Gentlemen: Thank you for this opportunity to speak to you again. The last time I had this honor I made some effort to appeal to your emotions. I wanted to move you to action in the search for solutions to age old problems in Indian education. Today, I present issues as they are, in hope that you can see, hear, and feel the problems as Indian people live them, and will assist us in finding solutions to them.

My name is Noah Allen, I am a member of the Euchee tribe of Oklahoma. I presently serve as Executive Director of the National Indian Education Association. I am proud to say that I have an earned doctors degree from the University of Oregon in education administration.

The National Indian Education Association is an organization five years old, and is composed of over 1,000 paid members who are working in Indian Education. The membership is made up of Indian and non-Indians. It is governed by a board of directors composed of 30 Indian Educators elected by the membership. It is a nonprofit corporation supported by membership dues, foundation grants, indirect costs of federal contracts, and income generated by registration fees of its annual convention.

The objectives of the National Indian Education Association are:

1. Provide an annual meeting place (Convention) where people involved in Indian Education can meet and share solutions to common problems. The 1974 Convention, held in Phoenix, Arizona attracted over 5,000 participants.
2. Serve in an advocacy role for Indian Education.
3. Provide technical assistance to Indian Educational programs.
4. To do research in Indian Education.
5. To serve as a Curriculum clearing house for Indian programs.

I will address most of my remarks to the BIA division of education, since that is my specific assignment in this testimony. I feel I qualify to make some evaluative remarks in this area, since I attended BIA boarding school from grade seven through high school. Since I had nine brothers and sisters attend BIA schools, as well as three daughters. Moreover, I have served as teacher and administrator in BIA schools for over five years.

I believe a task force or committee of Indian leaders should be organized to study and recommend ways to improve the service of the Bureau's division of education. The following questions, among others should be looked at: (1) Should Central Office be in Washington, or Washington and Albuquerque, (2) Should boarding school, boards of education be advisory only or policy making, (3) Should the Bureau's post-secondary schools have a coordinator at the Central Office level and be funded as a line item in the Central Office's budget, using per-pupil costs of educating college students, (4) Is there not a way to improve the present system of getting financial assistance into the hands of higher education and employment assistance students, (5) Should teachers be hired and fired at the local level and on the same basis as public school teachers, (6) Should text books, equipment, and supplies be purchased on bids at the local level and not necessarily through GSA, (7) Is there not a way that the Bureau's post-secondary schools can be contracted by their board of regents, (8) Should the Bureau not tool-up (hire staff) to implement PL 93-638 immediately, (9) Is there not a way that fiscal responsibility and accountability can be improved so millions of dollars will not be returned to the treasury each year by the Bureau, (10) Should the Bureau of Indian Affairs represent the interest of Indian people and not the bureaucracy, (11) Should the BIA be providing more assistance in Early Childhood Education, (12) Should the BIA make more effort to train, recruit, hire, and promote Indian teachers for Indian students, (13) Should criteria be improved or in fact be determined, for selecting foster homes for Indian children.

The 13 items mentioned are items of extreme importance, but they are mentioned only as representative of many issues that need to be studied in order to improve the boarding schools ability to help Indian young people.

I should like to also recommend three other things that will help improve Indian Education: (1) Increase Title IV funding considerably, perhaps to 80 million immediately, (2) Provide money to train Parent Advisory Committees at all levels and, (3) Appropriate money immediately to train Tribal organizations to handle the responsibilities of Contracting their own services under PL-93-638.

I have included a copy of the 40 resolutions adopted at the 1974 National Indian Education Association Convention for your consideration and information.

On Friday, November 14, 1974, the General Assembly passed the following resolutions (the name of the person submitting each resolution and a summary is given):

Resolution No. 1-1974.—Harry Boness, Sr., President of Minnesota Chippewa Tribe, requests the establishment of Indian Education programming for Indian inmates in Minnesota state penal institutions and continuity of such programs for such persons after release.

Resolution No. 2-1974.—Larry Banegas, Chairman Los Angeles College and Universities for Higher Education, requests that California ignore its boundaries for purposes of admitting "out-of-state" Indian students to the California institutions of higher learning, tuition free.

Resolution No. 4-1974.—Jana McKeag, Education Director, National Congress of American Indians, requests support cooperation from NIEA in disseminating NCAI's Tribal Government Studies Program.

Resolution No. 5-1974.—Spencer Sahmaunt, Bureau of Indian Affairs, Portland Area Office, requests that the Bureau of Indian Affairs establish an interim program within the various Bureau branches for Indian students under the proposed career development program, so that such persons may fill vacancies occurring in managerial positions. It also requests more flexibility of the entry grade level.

Resolution No. 6-1974.—F. Jeanne Thomas, Chairman, 6th NIEA Washington State Indian Caucus, and Resolution No. 13-1974: Birgit Kills Straight, President, Coalition of Indian Controlled School Boards, are consolidated. Both urge the immediate appointment for the Deputy Commissioner for Indian Education in complete compliance with PL 92-318.

Resolution No. 7-1974.—F. Jeanne Thomas, Chairman, 6th NIEA Washington State Indian Caucus, relates to Senate Bill 1017 and petitions Congressman Lloyd Meeds to request the attendance and participation of all his subcommittee members of the next mark-up session to occur on November 18, 1974. An additional request is made to the subcommittee members to carefully review the statements of Indian leaders given on May 21, & 22, 1974, so that mark-up revisions are wisely representative of Indian self-determination viewpoints.

Resolution No. 8-1974.—F. Jeanne Thomas, Chairman, 6th NIEA Washington State Indian Caucus, requests that where JOM audits and evaluations are done in a specific community, that responsible Parent Advisory Committees receive the results, that the program be consulted prior to evaluation and auditing and that the Bureau of Indian Affairs give prior approval only to those evaluators/consultants who possess adequate knowledge of a particular area and its special problems.

Resolution No. 9-1974.—Orlene LaMont of the Institute of American Indian Arts, requests the Bureau of Indian Affairs and other federal agencies to support and create a four-year accredited degree program and institution for Native American students at the Institute of American Indian Arts in Santa Fe, New Mexico.

Resolution No. 10-1974.—Tony Mochukay from Rice School District #20 in San Carlos, Arizona, requires the NIEA and the participants at the 6th Annual Conference to declare a formal policy on cultural plurality and to implement this policy in all Indian related school systems.

Resolution 11-1974.—Rick LaPointe, President of NIEA, directs the U.S. Office of Education to disseminate the original report, which was prepared by ACKCO, Inc., to all Tribal Governments, affected educational agencies and Indian organizations in the immediate future in order to assist these groups with pending legislation. This report entitled, "USOE/BIA Study of the Impact of Federal Funds on Local Educational Agencies Enrolling Indian Children", is the result of a six-month study conducted by the ACKCO, Inc., under a contract with the U.S. Office of Education and the Bureau of Indian Affairs.

Resolution No. 12-1974.—Roger R. Philbrick, Indian Education Specialist, Madison, Wisconsin, resolves that NIEA supports quality education and the arts by accepting recommendations from the respective state and local Indian Education Committees, and that local Indian People would be consulted in decision-making concerning National Projects, Programs serving Indian people.

Resolution No. 18-1974.—Kevin Hart, Michigan Caucus, requests NIEA support for Michigan House Bill 4085 which, if passed, would exempt from payment of tuition or other matriculation fees in Michigan Community or Junior Colleges, Colleges or Universities for North American Indians. Written communication to the Michigan State House of Representatives is mandated.

Resolution No. 19-1974.—Donald LaPointe, Acting Chairman, Michigan Caucus, calls upon the President, the Secretary of Interior, the BIA Commissioner and the Congress of the United States to immediately: a) reaffirm the policy of Indian self-determination; b) direct and require all policy, manuals, practices, and procedures of the Bureau, be changed to reflect, incorporate, insure and protect this self-determination, and c) incorporate into meaningful practice the priorities established by the Indian community, d) provide full higher education scholarship assistance to Indian students by entitlement, and e) affirmatively respond to the current Congressional inquiry about the use of additional resources, and accept the \$18,768,000 offered.

Resolution No. 20-1974.—David Risling, member, Board of Directors, D-Q University, Davis, California, requests that NIEA general members go on public record, on behalf of Indian students of D.Q.U., in support of D.Q. University's efforts to receive Title III funding for Developing Institutions for 1974-75 and that such support and a copy of this resolution be transmitted to the Commissioner of Education and the director of Title III.

Resolution No. 22-1974.—Helen M. Schierbeck, NIEA Board Member, addresses itself to proposing an amendment to PL 92-318, Title IV to clearly permit mission school participation in Part A of said Act, providing such mission schools are under control of Indian school boards. It further requests that language be stricken from PL 92-380 which appears to restrict funding flexibility to Indian Tribes.

Resolution No. 23-1974.—Loretta V. Ellis, member, Board of Directors, NIEA, Oneida, Wisconsin, requests that a procedure be developed and implemented immediately by the Commissioner of Education to solicit nominees from Indian Tribes and organizations for the 15 positions on the National Advisory Council on Indian Education, whose terms expire May, 1975.

Resolution No. 24-1974.—Southwest Indian Cultural Center, Inc., requests endorsement and assistance regarding a proposed contest for a design of a monument/shrine symbolizing strength, unity, and pride of the American Indian community with a concurrent essay contest concerning the topic "Why I Am Proud To Be An American Indian". Said contests would be tied in with the Bicentennial Celebration.

Resolution No. 31-1974.—Dr. Edwin H. Richardson, Senior Advisor to the EIACT Indian Club, Fort Meade, South Dakota, requests the NIEA, a vast number of political figures and all persons influence Congress to enact a law permitting Indian persons to be considered "Associate Faculty" to teach Indian languages in school systems, that time to teach such classes be provided as an integral part of the educational curriculum and that funds be provided for same.

Resolution No. 32-1974.—Dr. Edwin H. Richardson, Senior Advisor to the EIACT Indian Club, Fort Meade, South Dakota, resolves that NIEA communicate with the American Medical Association, the National Hospital Association, the Veterans Administration Central Offices, the U.S. Public Health Service, the Bureau of Indian Affairs, the National Congress of American Indians, the National Tribal Chairmen's Association to explore avenues and employ methods that will allow Medicine Men to practice Indian Medicine in hospitals servicing Indian people. Their services should also be an integral part of the instructional process where their unique expertise is required.

Resolution No. 33-1974.—W. Larry Belgard, Turtle Mountain Community College, resolves that the NIEA officially endorses, encourages, and supports the creation of advisory groups to the Tribal governments, consisting of the Indian professional educators enrolled in the Tribe, provided such policy would not be in conflict with Tribal policies and self-determination decisions.

Resolution No. 34-1974.—Tika A. Esler, Financial Aid Counselor, University of Washington, Seattle, directs the BIA and the NIEA to form a financial aid study committee in order to obtain additional funding for Indian College students. This committee would be comprised of representatives from the BIA, education specialists, tribal officials, financial aid officers and Indian students.

Resolution No. 37-1974.—L. Duane Pullman, President, Lakota Omnicitye, is directed toward the concerns of financial aids for Indian students attending Institutions of Higher Education. Provides that the NIEA support the South Dakota IEA in a request to South Dakota to waive tuition and fees for Indian students attending South Dakota Institutions of Higher Education. It also directs the NIEA to push for federal legislation that will provide adequate funding, adequate policies and administration of such funding, so that all Indian students desirous of attending Institutions of Higher Education may do so without undue hardships currently being experienced.

Resolution No. 38-1974.—Lionel Bordeaux; President Sinte Gleska College; Rosebud, South Dakota, directs the NIEA to give full support for the immediate passage of Senate Bill 1017 and in particular the amendment which authorizes the construction, development and operation of Indian controlled Community Colleges.

Resolution No. 39-1974.—Henry Allen, requests a change of United States Public Health Services policy to permit increases in training grant to meet the minimum needs of Indian students, at the graduate level, who are anticipating health professional status.

Resolution No. 40-1974.—Alan Slickpoo, Nez Perce Tribal Executive Committee, requests that the NIEA does endorse and support the National Endowment for the Arts and that Congress is requested to continue and increase funds of said Endowment. Specific reference is made to expansion of Indian cultural programs designed for the preservation and protection of Native American (American Indian) cultural values.

Mr. ALLEN. I am to pick up where Jana left off with regard to the remarks about the Bureau of Indian Affairs' educational component. I think that I am qualified to do this mainly because of the fact that I did attend Bureau schools, and my brothers and sisters attended Bureau schools, and three of my daughters have attended Bureau schools. I think that I know a little bit about the problems that they face.

I want to emphasize and point out some of the things that I feel can be done to improve the education delivery service of the BIA. I want to emphasize what Jana mentioned about the formulation of the task force to study the delivery system from the BIA to Indian people.

I would suggest that we look into such things as the division of the education department between Albuquerque and Washington. Maybe it is a good thing, but maybe it is not. Someone needs to look at it and make a determination.

I think we need to make—to find a way to study whether the boards of education in BIA boarding schools should be advisory or, in fact, policymaking. I suspect that the Indian people would prefer that they be policymaking than simply advisory. All of them are advisory at this point.

Mr. MEEDS. What is the one that you mentioned?

Ms. ELLIS. It is also advisory, and I have recommended within my written testimony that it be policymaking and have the authority for contracts.

Mr. MEEDS. Pardon me for interrupting.

Mr. ALLEN. I want to emphasize further a point that Jana made. In the formulation of a position called Coordinator of Postsecondary Education for the Bureau of Indian Affairs. This could be added to the list that Jana mentioned.

This needs to be done for a number of reasons. I taught at one of the schools, so I have some idea of the problems. We have duplication of programs. We have a problem in recruiting quality personnel. We have a problem in purchasing. The greatest problem is in funding at the elementary level rather than at the college level.

I think that the postsecondary schools should be line item directly from the central office, and the money should not go to the area office, and then divided up between all schools in that area, as it is presently done.

Mr. MEEDS. Let me interrupt here, though. We asked that question yesterday of the Commissioner, and Buck Benham, who was the area office director of the Albuquerque area as I recall—

Mr. ALLEN. He now has a research position of some sort down there, Congressman.

Mr. MEEDS. In any event, he points out that there is not a single Indian problem or a Navajo problem, they have to be addressed as a whole rather than as components. I am not saying whether I agree or disagree with him, but, to be frank, I might tend to agree with him. How do you answer that?

Mr. ALLEN. I agree. Still, I have to say that you cannot educate a first grader for the same money that you would educate a college sophomore because of the difference in cost of materials, the difference in cost of instruction, and so forth, and that is what is happening now.

Mr. MEEDS. The BIA field office is making education based on pure finances and economics.

Mr. ALLEN. Whatever the reason, I know that the high schools are being funded for college sophomores at the same per pupil level as elementary school students. You have to find a way to change that.

You need someone within this task force, if it is developed, or through some other mechanism to find a way that these postsecondary schools in the BIA can be contracted for their operation by their board of regents, because 638 does not provide that mechanism.

Since all students come from all over the United States and Alaska, there is no tribe that can contract the operation of the postsecondary schools. The Bureau of Indian Affairs have dragged their feet about this request. We have been asking for it for about 5 years.

Mr. MEEDS. What is the Navajo Community College?

Mr. ALLEN. It is a tribe that has direction, but not so the institute or Haskell. So, I am suggesting this, and my suggestion comes directly from the board of regents of these various schools, that something be done to make this possible.

I would suggest, too, that we tool up now in providing staff to implement 638. We are going to come around, develop regulations to implement it without a staff to do it, or without money to do it. I think that we ought to be thinking now about getting ready to implement 638, and not wait until next July 1, as it appears to me that they are thinking about doing.

I am very much concerned, not only from the standpoint of being an instructor and a student in BIA schools, about the business of the Bureau turning back to the Treasury millions of dollars every year that the Congress appropriated for the education of Indian boys and girls. To me this is unforgiveable, it is a sin, and it should not be happening, but it is happening.

Mr. MEEDS. I would say it is a mortal sin.

Mr. ALLEN. Right, because it is too hard to get those appropriations through, to be turning them back.

Mr. MEEDS. I intend to look into that.

Mr. ALLEN. Super, and I will not say anything else.

Of course, there is the age-old problem of whether the Bureau is representing the bureaucracy or the Indian people. This needs to be addressed again, in my estimation, because I have real concerns about that.

I want to emphasize that the Bureau of Indian Affairs needs to get involved a great deal more than they are in early childhood education. We have tried for generations to do the job starting at grade 1 with Indian young people, and we have failed. We are not doing the job.

It seems to me that we had better start a little earlier and see if we can do a better job than we have in the past.

The Bureau of Indian Affairs, in my opinion, needs to be encouraged in some fashion or other to train, hire, and promote Indian teachers within their schools. I am not satisfied, personally, with what is being done.

I have tried to get the Bureau to recruit Indian teachers in high schools, and get absolutely no response at all. I don't think that they are going the extra miles to try to find qualified Indian people and get them involved in Indian education.

It is causing a real problem from the standpoint that non-Indian administrators and teachers in the Bureau schools are reluctant to make decisions that may rub the tribe or the Indian students wrong because of fear for their job. I can understand that.

They will not move, they are reluctant to move, and I can understand that. So, it seems to me that we ought to do something about that in some way or other.

I want to emphasize, too, this business that Jana mentioned about no criteria for the selection of foster homes for Indian young people. We need to do something about that. I was in Philadelphia and in Mississippi last week, and heard untold stories about mistreatment and child abuse simply because of the \$125 that the family is given to take on that child, or because of whatever reason.

I think that we need to develop criteria to put children in foster homes.

Now, to get off of that, and just for 1 second, we have to do something about increasing title IV funds. It is deplorable. There is no excuse for it. It is unforgiveable. Again, we are coming up with the new fiscal year and the same amount of money, basically, as we had last year.

There has to be a way, and I am not willing to sit still and say that it cannot be done. I think that it can be done. I am put out, to say the least.

I know that I am addressing the wrong man, because Mr. Meeds is our friend, and I don't need to tell him this. However, there are people out here that ought to be listening. This concerns me.

Mr. MEEDS. We will have this in the record. Unfortunately, we had a full committee meeting today, among other things.

Mr. ALLEN. More money needs to be put in the Parent Advisory Committee; this is an area where we are very short.

We are very short in providing money to tribes to get ready for the responsibility of 638. We must find a way to do that.

Mr. MEEDS. Very good. It is a good panel. Thank you all very much. Your statements will be made part of the record.

Are you aware of the new Indian Policy Review Commission where there is a task force on Indian education? Have you read that yet? I hope that you will all cooperate with it because I think that this is the best long-range answer to a lot of things getting to the ears of the Congress.

The panel is going to come to us with some recommendations, and those recommendations, hopefully, are going to find their way into the legislative halls of these buildings.

I hope that you will all give input, and give the same kind of help, and even more of it to them than you have to us.

The next witness is Mr. Herschel Sahmaunt, executive director of the Coalition of Indian-Controlled School Boards. Why don't we treat this last group as a panel also. We will call Dillon Platero, Lorraine Misinszek, and Helen Scheirbeck. Why don't you all come forward.

Without objection, your prepared statements will be made part of the record. You may proceed to summarize your statements.

[Prepared statements follow:]

PREPARED STATEMENT OF BIRGIL KILLS STRAIGHT, PRESIDENT, BOARD OF DIRECTORS OF THE COALITION OF INDIAN-CONTROLLED SCHOOL BOARDS, INC.

Honorable Chairman, my name is Birgil Kills Straight. I am the president of the board of directors of the Coalition of Indian-Controlled School Boards, Inc. I want to thank Congressman Meeds and the members of this committee for providing the CICSB the opportunity to come before them today to discuss our concerns regarding the education of American Indian children.

In October of 1971, seven representatives from four Indian schools met in Boulder, Colorado, to discuss the feasibility of, and develop a strategy for, creating a coalition of Indian schools concerned with educational reform. Later, in December of 1971, this same core group of interested persons formally organized the Coalition of Indian Controlled School Boards, Incorporated. An alliance of Indian schools who share common concerns for education was formed, and a stronger, more unified group of Indians began a determined quest for greater control and management of their own educational systems. Thus, the Coalition took a stand, brought forth its position regarding Indian education, and has proven that the most effective way to successfully improve education for the American Indian is to place the control and decision-making power into the hands of Indian people.

The Coalition of Indian Controlled School Boards is a national non-profit, educational organization for educational research, training, and development of better education for Indian people. Its purpose is to promote better education for Indian people by helping them gain control over their own education. Membership consists of local community school boards who actually control their own schools, parent advisory committees who have organized to gain control, JOM Committees and Tribal education committees. In all, at the present time, there are two hundred member organizations in the Coalition. P.L. 93-638.

The Coalition has identified a number of problem areas with respect to the draft regulations now being considered for promulgation under the Indian Self-determination by passage of the Act, the regulations promulgated under the Act should permit Indian communities the most freedom possible to conduct their own affairs by exercising their contract and grant powers under the Act. To that end, the Coalition makes the following recommendations on the draft regulations:

A major issue of concern to the Coalition is the question of preemption. The proposed regulations provide that a contract cannot be made if the Tribal Council does not request it. This presents a serious problem for groups who already have contracted or who want to contract independent of the tribe for whatever reason. While strengthening tribal government is one of the purposes of the Act, the main purpose is self-determination. Tribal government is only one aspect, although an important one, of self-determination. Regulations which prohibit contracts with groups other than tribal organizations could have a negative effect on self-determination. It should work both ways. When a tribal council requests a contract, it *must* be made. If the tribal council does not request a contract, it *may* be made with another local Indian group as in the past. In the Coalition's view, this is the major issue requiring your immediate attention. A resolution on this point is presently being considered by the Board of Directors of the Coalition, as well as its membership. Other regulations should conform to the change whenever present draft regulations are limited by the request of a 'tribe' or 'tribal organization'. Some of these regulations include the retention of BIA's burden of showing lack of community support for a contract, access to Bureau records and the regs on modifications, revisions and recontracting.

In summary, all regulations should conform to the position that discretionary contracting with Indian groups other than 'tribal organization' continue under prior authorities. This protection will insure that no more situations like OYATNE occur, where good educational programs were lost due to tribal politics.

The second major issue of concern is where the applications for contracts are made. Under the proposed regulations, applications must be submitted to the local agency office, although decisions are not made on the applications until they are forwarded onto the area and central offices. In addition to the time loss, problems of conflicts of interest and local politics at the agency level are obvious. A resolution being considered on this point is also attached. Another area of concern to the Coalition is the appeal process. The proposed regulations provide for appeals to the Board of Indian Appeals. This is a cumbersome and time-consuming procedure. A separate mechanism would be faster and easier. Possibly the central office self-determination coordinator, discussed below, could handle appeals with a panel including Indian representation. Full due process procedures should be specified in the regs, including provision of legal counsel at all steps of the administrative appeal process.

It is also recommended that legal assistance be specified as a part of the technical assistance to be provided to contractors and potential contractors, as well as grantees under the Act.

It is the Coalition's understanding that there is general agreement with the Bureau on two important prior recommendations. The first is that full due process rights, including provision of legal counsel, apply in all retrocession cases. The need for such protections is fundamental.

The second area of agreement is the need for a central office self-determination coordinator, possibly at the Deputy Commission level.

Throughout the almost five-year experience with the executive self-determination policy existing until now, there has been an acute need for centralized authority in Washington to direct and control the contracting and grant-making process. Too often lower level field personnel, not attuned to the self-determination concept and often ignorant of the fiscal situation of the BIA overall, have made decisions adverse to the general policy. There is no reason to suspect that mere passage of P.L. 93-638 will do anything to rectify this problem. Instead, as before, the only effective way to ensure that the Bureau as a whole carries out the policy is to put the entire program in charge of one official. The Commissioner could be that official, but it makes more sense, in view of the Commissioner's other duties, to delegate this authority to another official who would act as full time self-determination coordinator. Because the Act is both mandatory in directing the Secretary to sign contracts with eligible applicants and discretionary in allowing the Secretary to decide who is eligible, the need for such a centralized authority is greater than ever. There is no need to review all the arguments for it. The Coalition of Indian Controlled School Boards and others have been making the point now for years.

Lately, it seemed the Commissioner and Director of Indian Education Programs have been persuaded of the wisdom of this approach. But the draft regs do not provide for it. The coordinator's position and functions could be included under the hearing procedures, subpart G. His main role could be to conduct speeded-up field hearings in circumstances where, for example, in the case of a proposed contract for operation of a school, any undue delay would cause disproportionate harm to the applicant (since use of the Indian Appeals Board would likely prevent contracting for another full school year). As the Commissioner's agency, the coordinator could act as field mediator, arbitrator and if needed, judge, to make sure that Area Offices were complying with the spirit of the new law as well as its letter. He could also function as budget-maker for self-determination as a separate line item each year.

Clearly, these are only some of the areas of concern identified in the proposed regs. Consistent with the self-determination purpose of this Act, Congress and the Bureau should remain open to, and actively solicit input from local Indian communities, including Coalition membership. It goes without saying that adequate funding is essential to effective self-determination.

With respect to Title II (Johnson-O'Malley) of the Indian Self-determination Act, the Coalition recommends that the "Red Regs" adopted last year remain effective, with certain modifications. The JOM allocation formula presently in use has resulted in a serious loss of funds in certain states (e.g., Idaho). While per capita formula-based allocation may be an equitable overall distribution method, it has damaging effects on those students whose schools and states have previously been aggressive in obtaining JOM funds and establishing good on-going programs to their students. Therefore, the new regulations should provide that no state or school shall receive less JOM funds under the new allocation formula than it received during its highest funding year prior to the use of the formula.

A second area of concern is the distribution of school construction funds. The

draft regs provide that twenty-five (25) per cent of construction funds are available to previously private schools, that is, private at the time of the Act. This interpretation of "previously private schools" unnecessarily limits construction funds by excluding new private schools which may become contract schools in the future.

Again, these are only some of the issues. Openness to local Indian communities and adequate funding are both essential elements to successful self-determination efforts.

NACIE

It is the opinion of the Directors of the Coalition that significant evidence is not available upon which justification can be founded for maintaining the present NACIE members on the committee or for supporting their eligibility for additional terms on the committee.

With full realization that NACIE's first three years must of a necessity incur certain obstacles of an organizational nature and experience problems of establishing functional activities related to their legislated responsibilities the CICSB fails to recognize in their operation support for the spirit of Indian self-determination in education that prevails in the American Indian Community.

At the time of the passage of P.L. 92-318, the Indian Education Act, the membership and the leadership of the Coalition of Indian Controlled School Boards heralded the establishment of the NACIE and felt assured that American Indian people would be better served because American Indians would be able to influence Office of Education programming at the National level and that we would see tremendous expansion of education services to American Indian students and that the educational needs of American Indians would be interpreted for and fostered in the minds of the Administrators of the Office of Education.

Instead we find that American Indian programs are diminishing within the Office of Education and the Office of Education and the Office of Indian Education is being made a catch all for discarded programs from other O.E. agencies without the addition of necessary appropriations to fulfill their continuance. Likewise we are disappointed that the NACIE committee has insulated itself against American Indian people who are concerned that progress is made and that on occasion the Indianess of some people is questioned and made an issue rather than the educational needs of American Indian students being better served by their functions.

On the basis of our assessment we are compelled to recommend that none of the present NACIE members be allowed to serve additional consecutive terms. The CICSB recommends that a new committee be appointed by September 1, 1975, for a period of three years and that the terms of this committee be staggered so as to initiate a system of continuity in their operation. Five should be appointed for a one-year term, five appointed for a two-year term and that each consecutive year thereafter five new members be appointed for a three-year term. The CICSB does not favor service of more than one term without the passage of at least one year before being reappointed.

Representation on Committees serving American Indians must reflect evidence that the many Indian tribes and communities have the opportunity to be represented upon this Committee. Unless some provision is made whereby even the most uninfluential tribe or group has a chance to be represented the purpose of the Committee cannot be fulfilled.

The Coalition recommends that the NACIE be composed of American Indians whose primary background and experience has been in the field of education. Although political connections or party affiliations are important to appointments in the American Governmental System, our observation is that continuance of these kinds of appointments without some verification of interest and personal concern for educating American Indian students will continue to hinder the effectiveness and efficiency of the NACIE to successfully impact education programming for American Indians within the U.S. Office of Education.

Teacher Training:

The development of American Indian Community Colleges,

The transference of formerly church supported private schools to American Indians,

The Federal Board School System,

Court ordered desegregation programs,

Faculty requirements associated with Federal funding, and recently, the passage of P.L. 93-638 which legitimizes the contracting of education serv-

ices by American Indian Tribal Organizations have all contributed to the exposure of the tremendous shortage of educators to serve as faculty in these institutions and who are themselves of Native American extract or who possess by virtue of education, the knowledge of cultural, traditional and educational needs of American Indian children so that successful learning will be fostered. Despite the existence of laws which provide the training of educators for public school systems, such as the Education Professions Development Act and the National Defense Education Act, American Indians have not realized any increase in the number of educators who can work effectively with American Indian children or who are available wherever the demand for such expertise or knowledge is made known.

Circumstances today emphasize the need for Native American educators with credentials which satisfy certification requirements and who are available in sufficient numbers to fulfill present faculty needs and the expected increased faculty needs of the future.

The contracting of Education services by American Indian Groups and Tribes is predicted to emphasize the tremendous shortage of American Indian educators to fill roles as Principals, Superintendents, faculty, and as fiscal agents. Likewise, the continued development of American Indian Community Colleges has already placed a strain upon Native American educators who can serve as faculty under the credential requirements established for those positions. Public schools throughout the Nation are searching for Native American educators who can help meet integration requirements or comply with Federal funding to Public Schools. Many Indian communities are also assuming control over formerly religious denominational supported schools, who are in turn making every effort to establish faculties who have knowledge of the educational needs of American Indian students and the educational background which enables them to meet those needs.

After this year, the 5% set aside of money appropriated for Part D of the EPDA for purposes of training teachers of American Indian children will no longer be available. It was these funds which represented the U.S. Office of Education's effort of assisting American Indians meet the education personnel needs throughout the country. These funds supported Education Administration Programs at three major Universities, Minnesota, Harvard, and Penn State. They supported a total of 55 grants to Indian Organizations, Tribes and Higher Education Institutions during fiscal Years "73," "74," "75." Fiscal year 75 represents the last year of the EPDA Teacher Training Program for American Indians due to the phasing out of the Part D appropriation of the EPDA.

Whereas in fiscal year 74 twenty-nine projects were funded in the amount of \$2,466,190; fiscal year 75 funds eight projects funded at a level of \$406,000. The Education Professions Development Act Teacher Training Amendment has proven itself to be of exceptional value to all Indian communities and has been extremely well received by them. Through this program American Indian people began recognizing the means by which they could become teachers of Indian children in their respective communities. However, present circumstances regarding the program funding and phase out has curtailed circumstances regarding the program funding and phase out curtailed training effort and will leave abandoned many teacher trainees in the third year of their program and without that financial means to continue their education to graduation.

The CICSBB recommends that a supplemental appropriation be requested immediately by the Education Committees of Congress earmarked expressly for teacher training to insure graduation to the many who started the training program in good faith and so that new programs will continue to meet the needs of the future. We suggest the figure for this appropriation be three million dollars. The CICSBB does not desire that it be taken from present title IV appropriations if that figure remains the same as last year. We are extremely concerned that the Office of Indian Education does not become the catch all for all discarded O.E. programs with the expectation that all these programs be maintained by the Office of Indian Education, within a 42 million dollar budget. The CICSBB expects Congress to appropriate new money each year to cover the cost of any programs transferred to the Office of Indian Education jurisdiction.

BILINGUAL EDUCATION

There are nearly 300 Indian languages in use today in the United States. More than one-half of the Indian youth between the ages of 6 and 18 use their

native language. At the same time a substantial number of the teachers instructing Indian children are unfamiliar with the only language their students understand. Thus, thousands of Indian children who know only their native language are taught by teachers who essentially know only English.

Title VII, ESEA, offers a unique opportunity to provide bi-lingual and bi-cultural education to Indian students, as well as to initiate programs which would give teachers a better understanding of Indian language, culture, and history.

A few years ago Title VII ESEA was receiving appropriations amounting to 7.5 million and of which \$306,000 was being spent upon programs which benefitted only some 733 Indian children. Today the potential for tremendous increase in bi-lingual programs for Native Americans exist with the appropriations for fiscal year expected to be in the vicinity of 80 million dollars or more.

The CIOCB therefore recommends that there be created an Indian Desk within the Office of Bi-lingual Education. The responsibility of this desk will be to establish and monitor Native American bi-lingual projects. The CIOCB has seen numerous Tribal groups uninformed and unaware of bi-lingual developments and feels that a Native American Desk could dissolve such confusion.

The CIOCB recommends that the Office of Bi-lingual Education create two regional resource centers specifically for the compilation of Native American bi-lingual materials and it is further recommended that 20% of the 80 million dollar plus appropriation expected for bi-lingual education be set aside for American Indian bi-lingual projects. The CIOCB believes that only through efforts such as these will significantly change be initiated and we urge this Committee to give this matter their full consideration.

The CIOCB is concerned about the lack of policy regarding Indian education in the U.S. Office of Education. Although the Office of Education is mandated by law to provide services to American Indians it is disturbing that a defined policy does not exist and that representatives of the U.S. Office of Education when appearing before Congress Appropriation Committees have consistently opposed the funding of American Indian education programs in the U.S. Office of Education.

The CIOCB recommends that a policy of Indian Education be developed and that the Office of Education through its office of Indian Education establish a positive approach to meeting and fulfilling its obligations to Native American education. Also that an extensive effort be initiated immediately on a long term basis for recruiting personnel of Native American descent to be employed in the administration of Office of Education programs.

AMERICAN INDIAN POLICY REVIEW COMMISSION

Inasmuch as a Commission has been established for the purpose of reviewing all aspects of Federal services to American Indians, the CIOCB lends its support to the members of this Commission and its purpose with the expectation that far-reaching developments benefitting all American Indians will result. Congress must forever be cognizant of the needs of American Indian people so that a continuity of programming will assure that the needs of American Indian people are being met by the Federal Government. We urge Congress to utilize the findings of this Commission as criteria which emphasized the shortcomings of the present Federal-Indian relationship.

BUREAU OF INDIAN AFFAIRS

For the last several years that the Bureau of Indian Affairs has operated a school system and provided education services to American Indians nothing of major significance can be positively identified as having a major impact upon the progressive education of American Indian children or innovative in the sense that methods of instruction are enhancing the educational success of the pupils they serve.

The policy of self-determination as practiced by the Bureau of Indian Affairs Education Division carries little hope for those many Indian communities who are daily attempting to improve the kind of education service that is now provided their children. As these efforts are being made in Indian communities the Bureau of Indian Affairs Education personnel insulates itself behind a wall of bureaucracy which tends to hasten the day that all Indian students are the responsibility of that very system that spawns a large body of their present stu-

dent enrollment—the state's public school system. Nowhere is found the spirit of self-determination whereby the Bureau of Indian Affairs follows the lead of the people and assists with all their resources Indian people to obtain a bargaining position against the state education system that they are dissatisfied with, but who need that technical and cooperative support which will force states to recognize the education desires of American Indians.

The membership of the CIOSE attests to the fact that all is not well in the education systems as far as American Indians are concerned. It also attests to the fact that American Indian people are willing to work for change even if it means rejecting the education system or undertaking change without the assistance or support of the BIA.

American Indians are constantly frustrated by the limited support they receive from the Bureau of Indian Affairs as they work to establish their own schools, or work to secure control of schools formerly operated by religious institutions. They are generally met with discouragement against separation and encouragement to capitulate to the state public school systems. Such is the case of the Hannahville Pottawatomi Tribe of Michigan, whose concerns with the Back River-Harris School District were the lack of Indian graduates proportionate to Indian students entering the high school, an unusually high drop out rate, social promotions with or without credit, regardless of achievement moved through the system without remedial effort, attendance policies which denies student rights, discrimination against students in subtle ways and refusal to hire American Indian faculty. This community has undertaken to begin their own school and have asked the Bureau for their assistance in doing so. A Tribal document states "The Hannahville Indian Community especially wishes to point out the participation of BIA representatives at this early date. The long history of BIA contact with this problem, the community feels, justifies a departure from the general Bureau refusal to contract schools where Indian students will be removed from public schools".

The BIA response was to encourage the Tribe to seek assistance through the band analysis for the Tribe. Little has been mentioned of the possibility that funds will not be available to meet the minimum \$75,500.00 request for school operations. Thus the Bureau of Indian Affairs has shifted the responsibility from them on to the Tribe who must then eliminate other needed or existing programs to meet the school's needs. Such is the case of the Hammon School where the Bureau of Indian Affairs has encouraged their inclusion on the band analysis for operational money with little expectation of new money as Agencies are told what figure cannot be excelled in establishing tribal program priorities. They are likewise told to secure on an annual basis a resolution of support from the tribe before assistance can be given. Again the BIA has shifted responsibility upon the tribe in that they are supposed to establish expenditure priorities. Such was the case of the Ramah School who were included in the Band Analysis of the tribe for \$750,000. As this amount would have proved insufficient, Ramah School withdrew from the band and now have increased their budget up to 2.174 million. Such is the case of the Busby School of Busby, Montana, a BIA contract school.

Under a request for construction assistance from the Bureau of Indian Affairs, all preliminary meetings were held with BIA representatives in Albuquerque, an architect was selected and after all plans were approved by the School Board and the BIA to begin construction in early September 1975, the Busby School Board was told that there were not funds available to begin construction. Meanwhile the Lamé Deer Public School District, 20 miles from Busby received \$500,000 construction monies for additional class rooms and construction has already begun.

The above examples represent the policy of self-determination in effect—BIA style. If this is self-determination it is no different than during the fifties when tribes were being openly terminated and we want no part of it.

We urge the Congress to closely review the effort of the BIA and to provide the means whereby self-determination is a cooperative venture between the BIA and the American Indian with their effort resulting in recognition of Indian education needs by the states.

This concludes our statement. Once again the CIOSE extends its appreciation to the Committee for its efforts and for the opportunity to participate in these hearings.

STATEMENT OF DILLON PLATERO, DIRECTOR, NAVAJO DIVISION OF EDUCATION,
THE NAVAJO TRIBE

Mr. Chairman: It is an honor to be asked to address this distinguished subcommittee on Elementary, Secondary and Vocational Education. As the lawmakers of our country, you are entrusted with seeking the guidance of the American People and to follow through with the type of legislation which will address problems that are at the very foundation of our society.

I, as an educator, am entrusted with the responsibility of cultivating the most precious resource our Nation has: the children of America. This responsibility is shared with thousands of professionals in every corner of our great land. It is a responsibility which is awesome: as awesome as any which faces this land.

Everyday, we see major changes taking place in almost every part of the United States. These changes are keeping the American People at the forefront of the International Community. But there are many areas in this great land in which educational progress is so slow that one wonders if anything is really happening. I speak of Indian Education and specifically, Navajo Education.

I am sure some of you are familiar with the Navajo Nation through visits or personal contacts. The Navajo Nation, the place where I live and work, is an area vast in size and population: an area of boundless resources. Many of these resources are virtually untapped.

As it is with any section of this nation, the children of the Navajo Nation are our most vital resources. But they are deprived of adequate educational opportunities.

Let me give you an example: In the Chinle Agency, there is a Bureau of Indian Affairs school and a public school. The Bureau school is funded at nearly three thousand dollars per child, and has surplus space while the public school has less than twelve hundred dollars per child and lacks adequate facilities. Both school systems suffer from a shortage of qualified Navajo speaking personnel, bilingual and bicultural materials, and basic programs to attack educational deficiencies.

These inequities place our Navajo children into an untenable position; a clearly unequal and secondary position even compared to the worst schools in the United States.

The results of this desperate condition is that great numbers of Navajos fail to complete school and greater numbers of children are running away from schools. Those who are in school find, in many cases, that they cannot understand what the teacher is saying and when the children finally get to the point where they begin to grasp the basics of the English language, the teacher has given up because of the language barrier.

Our children do not lack the basic intelligence to be successful in school. Rather, our schools have failed to master the fundamentals of communicating with our children.

One bright star which was helping us overcome the language barrier was the Bilingual Education program administered by the U.S. Office of Education. But right at the point where many of our schools were beginning to make progress, many of our programs were severely cut back. In fact, most of the schools which had demonstrated leadership in Navajo and National bilingual education lost all of their funding.

Another problem we face is the lack of educational opportunity for our adult citizens. Right at the point where progress was being made, the U.S. Office of Education, Office of Indian Education, cut one hundred percent of the funds for the Adult Education Program of the Navajo Tribe. In traditional Navajo culture, all intellectual education used to be adult education. But the Office of Education fails to recognize this and many other relevant facts.

In 1973, after one hundred years of Federal Education, there were, in the entire Navajo Nation, less than two hundred Navajo teachers. As a result of the Navajo Teacher Education development program, recently eighty additional Navajos received their teaching certificates. This program, funded by the U.S. Office of Education, has graduated more Navajo teachers in a period of two years, for less money, than all the graduates of the last ten put together. At the rate we are now going, we will double the number of Navajo teachers within the next two years. This program has been operated with only minor

increases in funding while the number enrolled in the program has increased dramatically. But we have no assurance whatsoever that this program that is having the greatest impact on increasing the number of Navajo professionals in the Navajo classrooms will have sufficient funds to continue a year from now.

The Navajo child attending school on a regular basis faces many hardships. Aside from the language barrier, chances are excellent that a good part of his waking hours, if the student attends a day school, will be spent traveling over substandard dirt roads and his or her ride may last several hours. If the student attends a boarding school, he or she is separated from his or her family. We Navajos still feel that family unity is the backbone of all human—including Anglo and Navajo—society. Our children need the orientation to life that is provided by a close family. We Navajos are all too well acquainted with the alienation of children that results from the disorganization of families.

Faced with these situations, there is little wonder that there are so few Navajos with high school, college or graduate diplomas. As a result of this, within this abundant country of ours, there is a group of people who have yet to achieve the minimal socioeconomic levels that most every other minority group has now reached.

Where are our doctors, lawyers, engineers, and teachers? They are still waiting for an education on par to their ability.

The solutions to the problems are complex. We are talking of an investment of millions of dollars for the construction of schools, the building of adequate roads, the training of Navajo teachers, the building of hospitals and the provision of every other element of the necessary infrastructure that will place the Navajo Nation on a footing equal to that of the greater society.

Far beyond a simple increase in the infusion of money, there needs to be a change in the basic relationship between the Bureau of Indian Affairs and the Navajo People. The Bureau of Indian Affairs must shift its mission from that of being a mere trustee to one of being an active advocate for the Indian people. Along with a shift of goals on the part of the Bureau, there must be a recognition on the part of the Indian people that as the Bureau is strifed by increasing numbers of Indians, it will become the vehicle for assisting Indian people in the solution of their problems.

There are specific actions which the Congress of the United States can take to insure that the Navajo Nation will reach a level of equal educational opportunity:

1. Continue the development of legislative remedies which will provide relief for many of the artificial encumbrances placed on Indian people. Most notably, the Congress should follow through and appropriate funds to meet the provisions of the Indian Self-Determining and Educational Assistance Act.
2. Provide relief for Public Schools serving Indian children so as to bring their level of funding on a level equivalent to that of Federal BIA schools. This especially includes the funding of adequate facilities.
3. Recognize the unique social, cultural and linguistic needs of Indian children and provide the program support necessary so our children can compete on an equal footing with every other citizen.
4. Settle on a development program which supports the construction of day schools and the roads which make day schools a reputable part of our system of education.
5. Establish educational programs which are responsive to the economic needs of the Navajo Nation. These programs should address themselves to the establishment of a vocational-technical school system designed to train Navajos to fill the jobs which directly affect the Navajo Nation.
6. Support the development of Indian-operated educational institutions, especially the Navajo Community College and the schools currently under full Navajo control.
7. Monitor the activities of the Federal agencies charged with the responsibility of implementing Federal policy. This practice should extend to all levels of the Federal bureaucracy.
8. Provide adequate funds to meet the educational needs of a developing Navajo Nation, including adequate support for Adult Education and Teacher Education Program.
9. Help to strengthen the Tribal government by supporting the self-determined efforts of Indian people. This is especially true in situations where Tribal governments are attempting to assume control of programs traditionally administered by state and federal governments.

10. Most important, the Government of the United States should work with and support the efforts of the Navajo people themselves. This support should be in a manner which strengthens the Navajo Tribal Government.

Indian Governments are no longer the same institutions they were one hundred years ago. The Tribal governments have reached a take-off point where they are able to assume control of many diverse programs, especially education programs.

Last month, the Navajo Tribal government sponsored the first reservation wide hearings on educational opportunity. At these hearings a common theme was sounded: The Navajo people care about the education of their children.

The Navajo People are asking for ways in which they can increase their participation in education so their children can partake of the benefits it brings.

The Navajo Tribe is now in the process of compiling the testimony rendered by the citizens of the Navajo Nation, and will submit copies of the findings for the review of this Committee. Hopefully, the Committee and the Congress will consider the requests of the Navajo People on ways to improve the quality of education available to our people.

PREPARED STATEMENT OF ADVOCATES FOR INDIAN EDUCATION: THE NORTHWEST TRIBES

Educational change is a slow process and no group is more aware of this truth than American Indians. Change is always expected to take place within the formal school setting alone. It has been Advocates for Indian Education's experience that unless the community activity promotes educational changes, very little happens in the teaching-learning process in classrooms.

Those situations in which Advocates have been directly involved concern Northwest Indian communities and schools with each reflecting varying degrees of desire for educational change. Certain Indian communities are putting forth every effort to improve education for their children, and are extremely frustrated and often discouraged by the barriers imposed through Office of Education and Bureau of Indian Affairs procedures. Administrative policy, program regulations and guidelines have been inconsistent, often unrealistic and ever-changing.

To cite a case in point, a small rural school located on the Colville Reservation (Washington) requested a Title IV, Part A program revision in order to provide in-service training for a Social Studies teacher before the end of the fiscal year. The amount of monies involved was minimal and had been unexpended travel funds. The acting program manager denied this request, citing the following reasons:

Part A could fund limited teacher training efforts with several restrictions in mind. The money involved in the training must be a small portion of the Title IV grant and the person who received the training must be employed by the Title IV program. In addition to this, the training must be conducted at the local level and should be directly related to an on-going Title IV project. The proposed revision involved an extended effort which was to be conducted away from the school district. No mention of such a program was in the original proposal. Lastly, the training in question involved the earning of credits. This would seem to be an individual or a district responsibility and not the responsibility of Title IV.

The Indian Parent Committee generally understood that inservice training was an important criteria for Title IV programs. Had the revision been approved, the Social Studies teacher would have acquired greater understanding and knowledge about relating to and teaching Indian children. He would also have developed a curriculum unit about the local tribe, their history and culture for the Social Studies program. The coming school year would have seen the results of one small effort institutionalized as an integral part of the educational program offering.

It is less expensive to offer inservice teacher training programs in one central location where educational experts in several specialized areas can be brought together to provide training, than it is to have each school hire these specialists to come to their community for a four-week period of time.

Frustration with the Office of Education is growing among Indian parents and educators. Since this office became a formal part of the USOE under P.L. 92-318, Title IV it has struggled unsuccessfully to function as Congress intended it should. It cannot effectively serve Indian educational needs under the present circumstances.

The program originated when the members of the National Indian Education Advisory Council were appointed for indefinite terms by former President Nixon. Documentation is available to show that after securing a state of nominees from Indian tribes and organizations, eight of the fifteen members appointed were independently recruited and selected on a purely political basis, over the express opposition of tribes and individuals. No consideration was given to a close examination of their experience and ability in the field of Indian education or to their commitment to find solutions to tribal educational needs.

The same Advisory Council is requesting that they be allowed to continue their membership until 1978. Advocates for Indian Education strongly opposes this request in light of national Indian concern, and recommends that new members be appointed soon. The terms should be staggered, and selection made on a non-partisan basis with criteria clearly reflecting tribal and Indian organizational endorsement. To form a body with the capability to advise on a broad spectrum of educational concerns, appointees should be required to have successful experiences in one or more of the following areas: (1) Early childhood education; (2) Elementary and secondary programs; (3) Higher education with teacher training competencies; (4) Adult and continuing education; (5) Indian parent committees; (6) Tribal education committees; (7) School boards; and (8) Vocational and Career development programs.

Rather than wasting time "re-inventing the wheel," Advisory Council members meeting the recommended criteria would be prepared to draw upon their experiences and knowledge of educational programs and resources that have demonstrated some effectiveness in improving educational opportunities for Indian children, and thereby moving quality programs forward more rapidly.

Without question, Title IV administration represents the weakest component in the Office of Indian Education operations. With Title IV programs moving into their third year, all program managers have been employed in an "acting" capacity; this results in a high turn-over rate. In many ways this problem is identical to a long-standing concern that plagues small, rural and isolated communities: the constant turn-over of teaching and administrative staff.

The Deputy Commissioner has not taken advantage of the expert resources made available by the previous Office of Indian Affairs staff in preparation for implementation of Title IV operations such as the carefully drawn "five year plan" designed to stabilize the new Indian education program. He has not developed an advocacy role for Indian programs within the Office of Education or the Department of Health, Education, and Welfare. We who work directly with communities are not aware of any efforts to establish a cooperative relationship with other departments and divisions in the Office of Education which, in effect, could offer Indians a wider range of program selection and a broader funding base upon which to build stable educational programs.

Unfortunately, the parallel between the problem-ridden school serving Indian children and the Title IV program operations is too close in many respects for one to assist the other. This situation will not improve until new directions are taken and the Title IV Advisory and Administrative components become stabilized. The many, many schools and Indian organizations which look to the Office of Indian Education for leadership and assistance will continue to experience frustration and disappointment as they attempt to meet the critical needs which they see must be met for their Indian pupils.

In providing education services to Northwest Indian communities, Advocates for Indian Education has found the education staff in the Portland Area Office of the Bureau of Indian Affairs very effective in responding to the needs of these communities. While providing constructive challenge to Indian educational projects with a limited staff, they have maintained a flexibility which allows assistance to be directed realistically in a diversity of situations.

However, we must comment on the recent changes in Johnson-O'Malley regulations which have proven disastrous to many schools operating Johnson-O'Malley programs in the Northwest. By specifying a set amount on a per pupil basis for program funding, rural, geographically remote but necessary schools have suffered drastic cutbacks in funding their programs. Experience indicates that schools with a small tax base require larger grants to develop and operate supplemental programs for Indian students. In the State of Idaho, for example, many schools have had to revise their Johnson-O'Malley programs downward to one-fourth of their original costs thereby making their programs almost inoperable. As a result, Advocates recommends that Congress act to correct this defect in the regulations already published and in effect, by directing the Commissioner of Indian Affairs to quickly initiate the necessary changes.

At this time it is unclear to Indian educators and tribal councils just how the new Congressional Bureau of the Budget will operate. However, it is anticipated that the Bureau of Indian Affairs will be required to prepare appropriation budgets to more accurately reflect the educational program needs which Indian tribes have not clearly expressed. The Band Analysis procedure imposed by tribal councils creates a somewhat faulty set of priorities in that tribes are placed in a position of reacting to immediate and often short term concerns rather than planning ahead to longer range programming that would place education in proper perspective on the priority list for appropriations.

Confusion over financial responsibility for educational programs administered by the Bureau of Indian Affairs could be eliminated if its financial center located in Albuquerque, New Mexico, were reestablished in the central Washington, D.C., office where the Director BIA education administers these services. Simultaneously, each area office should be administered by the Area Director for Education. The local Area Director for Education has the advantage of close association with education programs and personnel in his area of administration. This enhances the opportunity for Indian people to offer direct input into program development.

Advocates for Indian Education strongly recommends that the Bureau of Indian Affairs educational appropriations be increased to a much higher level, keeping in mind that the Bureau has the responsibility of meeting the needs of Indian students in urban as well as reservation areas. Consideration for the education of Indian children demands that the Bureau of Indian Affairs move aggressively ahead under Congressional directive to strengthen BIA financial and administrative bases this year.

Additional financial resources are necessary to meet many of the critical needs presently existing.

There are two specific areas toward which an increase in Bureau funding might be directed. There exists a generally unmet need to train and orient teachers of Indian students to deal with the kinds of social and cultural gaps which often exist between Indian communities and schools. We have been attempting to address this need through curriculum development workshops, inservice programs and community forums. There is also a need to develop more effective parent advisory councils in Indian communities. Many such communities have requested training and technical assistance from Advocates in the areas of grant writing, needs assessment, project design and developing school-community cooperation.

These two needs are, of course, closely related. The more effective Indian parent committees become, the more aware teachers and other school personnel will become of the goals and needs of the community which their curriculum and teaching methods can reflect. On the other hand, the more teachers learn about cultural diversity, Native American values, and developing innovative curriculum for Indian children, the more effectively they will communicate and be receptive to the Indian community which they serve.

With national attention focused upon the economy and our present Administration's concern with the budget, we think it of paramount importance to have the Bureau of Indian Affairs (everyone's whipping boy) initiate studies that would reflect how wide an impact Indian land and resources have on the generation of tax dollars. For example, one dollar from an Indian industry payroll will generate ten dollars in service-related businesses on or off the reservations. Too often Indians are accused of being free-loaders at public expense and of not paying taxes. Such studies would reveal more correctly, that Indian people and their tribes contribute almost twice as much tax revenue as does any other group of tax payers in the country. We believe that it is time Indian people claim their share of services for contributions made since 1776.

We greatly appreciate this opportunity to present some of our reflections on the educational needs of Indian communities today before this committee. We hope that such exchanges of information and belief will be helpful to you in guiding the future of this nation, especially in an area which bears so directly on that future—the education of our children.

HELEN MAYNOR SCHEIRBECK

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Date of Birth, August 21, 1935; education: graduate—Virginia Polytechnic Institute and State University, Blacksburg, Virginia, 1973-76. Candidate for Ed.D. in Administration, University of California, Berkeley, California; 1973. Executive Seminar; Penn State University, State College, Pennsylvania; 1973. Advanced

graduate work in Educational Administration; University of Wisconsin, Madison, Wisconsin; 1965-68. Special coursework in Political Science; Columbia University, New York, New York; 1958-59. M.A., International Relations; college—Berea College, Berea, Kentucky; 1953-57. B.A., Political Science; secondary—Newport High School, Newport, Pennsylvania; 1948-52.

Special honors: 1974-75, Legislative Consultant to American Indian Higher Education Consortium; 1974-75, First Vice President, National Indian Education Association; 1973, U.S. Office of Education Cash Award for Outstanding Work; 1968, Pepsi Cola "People Pour It On" Award; 1967, Office of Economic Opportunity Outstanding Rural American Award; 1964, United Tribes of North Dakota, Outstanding Indian Award; 1958, John Hay Whitney Opportunity Fellowship.

Special writings: 1973, Shelby, Lynn, ed. *New Perspectives in American Indian Education*. Institute for the Development of Indian Law, July 1973. (A collection of articles by American Indians. See pages in press for "Challenge Ahead for Indian Education," by Helen M. Scheirbeck; 1972, Scheirbeck, Helen M., ed. *The First Americans*. American Red Cross Youth News, November, 1972; 1971, Josephy, Alvin. *Red Power*. American Heritage Press, 1971. (A collection of articles by American Indians. See pages 175-81 for "Indian Education: A Challenge for Church," by Helen M. Scheirbeck; 1970, Scheirbeck, Helen M. "Inequality in Education." In *Indian Education: Tool of Cultural Politics*. Harvard Center for Law and Education, December, 1970.

EMPLOYMENT EXPERIENCE

October 1973—Project director, The John Hay Whitney Foundation, Special Project on the History and Financing of Indian Education, Washington, D.C. I am developing an organizational model for effectively incorporating education into Indian communities.

October 1973—Service coordinator, American Indian Higher Education Consortium, National Indian Education Association, and Coalition of Indian Controlled School Boards, Washington, D.C. I alert these Indian education organizations to Congressional and bureaucratic events.

December 1968–October 1973—Program Advocate, U.S. Office of Education, Department of Health, Education and Welfare, Washington, D.C. An advocate for American Indians, I developed a program to introduce educational opportunities to Native Americans. The program focused on financial assistance for Indian higher education, the development of two- and four-year Indian colleges, adult Indian education, specialized elementary and secondary Indian schools with bilingual and cultural emphases, and alternative educational methods in teacher training and curriculum. The Office of Indian Education was established as a result of this advocacy effort.

1966-68—Special assistant for Federal programs, The Chancellor for University Education, the University of Wisconsin, Madison, Wisconsin. I was the University's liaison to the Federal Government and I developed and directed the Community Leadership Center which trained Indian and other minority leaders in community development and organization techniques.

1965-66—Congressional fellowship from the American Political Science Association which permitted me to live with the Menominee Indians, Keshena, Wisconsin. Living with the Menominee Indians, I observed the adverse effects a county government has on a tribal group, and I introduced a number of helpful social action programs into their community. At this time the Indian desk was established at the Office of Economic Opportunity and I prepared Indians—particularly in the Great Lakes region and in the Southeast—to effectively receive and implement its programs.

1960-64—Professional staff member, Senate Subcommittee on Constitutional Rights, Washington, D.C. I handled all aspects of the hearings assigned to me, subjects like wiretapping, eavesdropping, secrecy and science, and American Indians. My responsibilities included speechwriting, interviewing witnesses, editing and indexing materials submitted for the record, and general correspondence and casework for the Subcommittee members. One major accomplishment was the development and eventual passage of the Indian Civil Rights Bill of 1968.

1959-60—Intern, National Congress of American Indians, Washington, D.C. I worked with American Indian Tribal leaders on administrative and legislative problems affecting their people, I initiated a legislative newsletter, and I served as "girl Friday." This organization is the only all-Indian lobby in Washington.

PREPARED STATEMENT OF HELEN M. SCHEIRBECK, OFFICE OF AMERICAN
INDIAN AFFAIRS

Mr. Chairman and members of the Subcommittee, I am pleased to testify before you this morning.

I am submitting a résumé of my background for the record and it will show that I have been involved in Indian related work most of my life. First with the National Congress of American Indians, next with the U.S. Senate Subcommittee on Constitutional Rights, and then as a Special Assistant to the Chancellor of University Extension at the University of Wisconsin in Madison, Wisconsin. While in Wisconsin, I worked to develop Indian Community Action Programs for Indian tribes throughout the Mid-West and the Southeast. While in Wisconsin, I also lived and worked with the Menominee Indians. At that time they were in the process of becoming Wisconsin's newest county and of course now they are fortunately restored to reservation status. Then I also worked to organize the small tribes of Wisconsin and Michigan into Inter-tribal Councils which would permit them to take advantage of Federal programs and services. Then, I returned to Washington, D.C., to become director of the U.S. Office of Education's Office of Indian Affairs. This was a small office attached to the Commissioner's staff. Our main job was to sensitize the U.S. Office officials and staff to the needs of all Indian people. In addition and most importantly we assisted Indian people in learning the many education programs available to them at USOE and other areas of the government. I am currently on a leave of absence from USOE, and am researching a history of the policies and financing of Indian education.

I have stressed my background, Mr. Chairman, to indicate my work at the national, state, local, and Indian community levels. I have a strong commitment and belief in Indian people and Indian communities. I see education and economic development as the key tools needed to assist, sustain, and expand the development of Indian people and communities.

Let me speak now to the point of these hearings—oversight on laws affecting Indian education.

The Bureau of Indian Affairs cites the Snyder act and the Johnson O'Malley Act and now P.L. 93-638 as their major educational authorities. I believe the last two years have demonstrated that an active Indian educational private sector has finally started BIA moving towards turning schools over to Indians. In reviewing the Commissioner of Indian Affairs' testimony submitted yesterday he stated that there were only 13 such schools. So even though the start has been made it is slow.

I would recommend the following items which need correction at BIA and I might add they are not tied into amending a law but are based on my observations of the agency:

(1) the immediate setting-up of a Committee of Indian educators and BIA staff to reorganize BIA education and to bring some realistic focus and methods as to how to move Indian contract schools, Title I contracts, and JOM contracts through the agency with all deliberate speed. It appears to many concerned Indian educators that the BIA education division is sadly lacking in leadership and direction. A separated central administrative staff in Washington, D.C., and Albuquerque, New Mexico, makes the job of coordination, finding answers, and moving programs and services to the Indian community quite difficult.

(2) as an interim measure until P.L. 93-638 regulations become operable to establish a central contracting office for Indian controlled community schools and Indian community controlled colleges.

(3) a plan of action for how to restructure the Federal Boarding Schools to serve the needs of the students who are attending them. Many of the students have moved to these Boarding schools with severe emotional handicaps or as a last resort. It is important that specialized staff and programs be developed to work with these young people. In addition it is important that P.L. 93-638 be amended to permit tribes, inter-tribal, and Indian organizations to contract for these schools.

(4) Line authority is needed for the BIA Education Director so that he/she has control and can be held accountable for the educational programs and expenditures monies. I do not think it possible to persuade an Area Director or, in even many cases a tribal chairman, that a schoolhouse is more important than a factory on certain reservations.

Next I wish to turn my comments to the U.S. Office of Education. This office has not accepted its responsibility for educating American Indians except as a part of the general public. They have not established a policy which recognizes

their specific responsibility to reservation Indians nor have they designed a policy of assisting non-reservation, urban, and off-reservation Indians. Except for Title IV, P.L. 92-318 and its amendments in P.L. 380, it is a "get me if you can policy" for Indian people at USOE. With P.L. 874 and P.L. 815, Congress was clear in its intent. These are not programs for the benefit of Indians but for the benefit of states educating Indians. And may I say, some public school districts could not survive without these programs.

Let me make some general comments on areas which need improvement at USOE:

(1) There is a critical need for technical assistance to be given to all Title IV projects but particularly to the parent advisory councils at the community level. The Office of Indian Education has been called upon many times to utilize its planning and evaluation monies to meet this need, yet except for regional meetings this has not happened. Assistance centers for assisting all parts of the Program A, B, and C, are needed.

(2) The Office of Indian Education needs to begin performing an advocacy role on behalf of all Indian educational needs throughout the U.S. Office of Education and the Department of Health, Education, and Welfare. Many of the other divisions with USOE are truly interested in being helpful to Indian people and their communities. They need direction, planning, and guidance. This function should be provided by the Office of Indian Education.

(3) All USOE programs which say they are benefiting Indians should spell out their criteria as it relates to what is an Indian project and their eligibility requirements. Where necessary these eligibility requirements should be amended to include Tribes, Indian organizations, and Indian controlled schools and colleges.

(4) An affirmative action plan should be required of USOE which shows how over the next five years Indian persons will be placed throughout that agency and not just in the Office of Indian Education.

(5) Joint planning and uniform record keeping should be required of USOE and BIA. Every Congress since the 89th has published recommendations on this, but it is still not a reality.

(6) The National Advisory Council on Indian Education as authorized under Section 442 should be amended. The Council should become an Advisory Committee to the Commissioner of Education with authority to make recommendations concerning program services of USOE and with the power to assist in developing a list of nominees for the Deputy Commissioner of Indian Education. Many Indian people had great hopes for this Council when it was first installed. It appears that internal factionalism and the usual politics concerning program monies have not helped the Council grow into its responsibilities. Terms of membership and methods of selection need to be spelled out in the new amendment.

(7) The Indian Teacher Training Set Aside has become virtually non-existent. To build an effective education system for Indians, we must have trained educational manpower who bring an insight into the schools about the people they are sending and a commitment to the development of their children.

Mr. Chairman the 92, 93, and 94th Congress have made many studies for Indian education. There have been many studies over the past decade—the Kennedy Report, the Havighurst Study, ACKKOP Joint Study for USOE and BIA, the NAACP Legal Defense Study etc. We are still a long way from an educational system for Indians in their community. This Congress has passed in P.L. 93-638 a bill which clearly calls for Indian self-determination. Yet in that law the educational section as it relates to the local Indian community through the tribe is silent. I believe the 94th Congress, must help us pass a comprehensive Indian Education bill which puts the authority and the money into the Indian tribe as a whole to reach the Indian community.

PREPARED STATEMENT OF FRANCES D. LEMAY, MENOMINEE PARENT,
KESHENA, WIS.

The Menominee County Education Committee (MCEC) was elected by the Menominee people and incorporated. In 1974 MCEC asked for endorsement from the Menominee Restoration Committee (MRC) and was refused.

When the Menominees were granted Johnson-O'Malley funds, the MRC appointed another education committee; Chairperson Frances Teplew posted notice for a public meeting to elect a J.O.M. parent advisory committee. Twenty-one

Indian parents attended. Of these eleven qualified and were nominated to serve. Several days later we were informed that the election was illegal.

The MRC Education Committee posted the job for J.O.M. director (native American preferred). The MRC contracting services first hired Tuinton Andreos from the joint school district No. 8 in Wisconsin as director of the tribal education programs. He is non-Indian. Later the same committee hired Dr. R. E. Welty (non-Indian) from district No. 8 as public schools co-ordinator—education department. Dr. Welty had applied for J.O.M. director. I do know that two native Americans had applied but received no acknowledgement. I feel that one of the native Americans was qualified for the position and is also Menominee. Is this self-determination?

My Concern as a Menominee parent (foster parent of 50 children, both Indian and non-Indian) is for better education by local parent control.

I am here to request a review of the total educational system on the Menominee Reservation. This would include a review and accounting of the Johnson O'Malley monies coming into the county, and a look at PL815 and PL874 monies. Now that the Menominees are again entitled to Federal services, I feel it is important that these monies begin coming into our area. The Title IV Indian Education Act Program has been of tremendous help to us in funding our Community School. This school has been the first effort at pulling back Menominee youngsters who have been pushed out of all public schools. These students are turned on to learning again and are anxious to become our future Menominee leaders.

Mr. Chairman, the Menominees are on the long road to recovery under the Restoration Act. The key to this recovery is our educational system. That is why that I as a Menominee parent wish to make sure our Johnson-O'Malley monies and parent committees are respected. I would hope that you would ask the BIA to investigate and correct this matter.

Mr. SAHMAUNT. Birgil Kills Straight will testify for the Coalition of Indian-Controlled School Boards. I assume that he will summarize his testimony.

STATEMENT OF BIRGIL KILLS STRAIGHT, PRESIDENT, BOARD OF DIRECTORS OF THE COALITION OF INDIAN-CONTROLLED SCHOOL BOARDS, INC.

Mr. KILLS STRAIGHT. Thank you for allowing us to come again before this committee and present our views regarding education for native Americans.

My Testimony is written out, and I will proceed to summarize it, and go from one point to another. Perhaps Ace Sahmaunt, who is executive director, who was the original speaker can, perhaps, add some more on to it.

I would also like to ask two or three other members of the coalition be heard as well. One of them is Attorney Michael Gross and he will comment on what is presently taking place in North Dakota.

Mr. MEEDS. I will have to advise you that we will have to finish this hearing in a little less than 1 hour. So, if you will divide up the time. There is one other witness who is not here, Helen Scheirbeck.

We are supposed to have four people here, supposedly. So, the Coalition of Indian Controlled School Boards, Navajo Division of Education, the Advocates of Indian Education, Northwest Tribes, and the Office of American Indian Affairs.

Who are these other people?

Ms. LEMAY. I am Frances LeMay, a Menominee from Wisconsin.

Ms. EDMO. I am Maxine Edmo, and I am on the Advocates Board of Indian Education.

Mr. MEEDS. All right, we are going to divide the time into four segments. Each of you can take 15 minutes.

Mr. KILLS STRAIGHT. I will make my statement brief, but I would like to proceed with what I was saying. I would like to have Ms. Frances LeMay speak for at least 3 or 4 minutes to explain what the current situation of the Menominee County Education Committee. I have already mentioned Michael Gross, but we have as well a gentleman in the back who is the president of the Oglaso Community College, and he has something that he wants to present. It will be very short.

We have handed out copies of our statements, and we would like to make it part of the record.

Mr. MEEDS. It is already part of the record.

Mr. KILLS STRAIGHT. Briefly, I would like to have the people that I mentioned make some kind of a remark. First I will call on Ace Sahmount.

Mr. SAHMOUNT. I have nothing to say. It is all here in the testimony. If you want to take that time, go ahead.

Mr. KILLS STRAIGHT. Michael Gross is the attorney for school board in Kayo, S. Dak.

Mr. MEEDS. Why don't you take a minute and tell us about the problem.

STATEMENT OF MICHAEL GROSS, ATTORNEY, SCHOOL BOARD OF KAYO, S. DAK.

Mr. GROSS. Briefly, in terms of the self-determination and education assistance, it is certainly the most historic new development that Congress has adopted in Indian education, at least since the Johnson-O'Malley Act.

One has to deal with the realities of the Bureau of Indian Affairs, and Birgil who is on the LaHunt School Board as well as on the board of the Coalition of Indian-Controlled School Boards has asked me to fill you in briefly on what has been happening there.

The Little Wind School Board is organized in the State and incorporated, and it also has a tribal charter under the resolution of 1970 of the Ogala Sioux Tribes to operate as a school board.

It has been attempting to work with the Bureau of Indian Affairs in terms of designing and later constructing a brand new high school facility. The history shows that the Bureau has been relatively unresponsive, at least until last month, in terms of respecting the community's wishes as to the architects to design this project, a fairly typical kind of education in the type of the early development of the Navajo projects, and also the Wind Rover High School in Wyoming as well, with which we have had some experience as well as with Kayo.

As a result, Little Wind approached the BIA at the Deputy Commissioner's level to ask whether a bi-Indian contract could not, in fact, be negotiated for the Little Wind School Board to have their architects in this kind of school, pretty much along the line the Navajo and Wind Rover schools were done.

The Bureau did respond to that approach and the Deputy Commissioner asked the contracting officer at Albuquerque and the Engineer-

ing Facilities Division to, in fact, negotiate such a contract, which was done.

However, that contract has now been halted by a protest of one of the architects who originally was involved in this process. The whole point of this being that the Bureau, with all honesty, had appeared to act, at least in Albuquerque, with some reluctance about the whole business.

There are technical problems, it is true, in terms of the particular circumstances of the appropriation for the planning of the new Kayo School. Birgil has asked me to inform you that we are now attempting, through the Appropriation Act and Congress this year, to amend the previous language to eliminate any problems that could arise.

What we are attempting to say at this point is that lingering problems remain. One of the reasons why we are having any technical difficulties right now is the fact that the Bureau has refused to implement any portion of Public Law 638 until the regulations are adopted.

In fact, at least in my way of thinking, it would be easy to write contracts at this point, subject to modification, in view of whatever regulations are adopted, which may conflict with the contracts themselves.

This would enable the policy to be enacted right now during this critical period, especially in terms of schools that have to operate on the basis of school years, and fiscal years.

If I may, I would like to mention one other point that needs to be called to attention in terms of Public Law 638. That is probably the crucial absence of title II of any comparable provision or mechanism for instituting self-determination in public schools that exist in title I in terms of Federal schools.

Certainly Congress and everybody who had a hand in this passing of 638 has to be commended for the historic departure from previous mechanisms for educating Indians. Represented in this bill is a whole new relationship for title I between Indians and the Federal Government, but unfortunately this is not carried over into public education where two-thirds of all Indians are enrolled.

Indeed, it is almost, as it were, a dual approach. One shrinks away from the schizophrenic approach, but unfortunately that is really what it amounts to in the sense that on the one hand Congress says that Indians have to control programs and operations in federally funded programs, and then there is nothing to do the same thing in public education in terms of providing equal political control for Indian communities, in many circumstances, who are subjected to coercive assimilation in public schools.

This coercive assimilation is reported to operate primarily on the basis of denying Indians a political voice in the governing of their schools.

Now it seems to me that either regulations, or more preferably an amendment to the act, could substitute in the public education realm, at least a partial mechanism for giving Indians equal control with non-Indians over public school programs for their children.

Mr. MEEDS. How do you suggest that we legislate that, sir? We can do this with the BIA schools because we have plenary powers there, but if we start telling the public schools how they can set up their school boards—

Mr. GROSS. That is true, sir, but there are mechanisms now in terms of dealing with previously operated dual school systems in the South, and cutting out Federal funds to school districts.

Mr. MEEDS. Where there is discrimination.

Mr. GROSS. The record shows, in terms of the report of the Senate on Indian Education, that the mechanism for discriminating against Indians has more often taken the opposite form, forcibly including them in non-Indian society, non-Indian worlds, cultures, and values, rather than the opposite which is the classic case of segregation or exclusion from white society.

Certainly, the remedies should be open as well, but if the remedies are open, they have to be flexible and they have to be responsive to the particular kinds of discrimination involved.

I think that the mechanism that we are talking about is something comparable to cutting off Federal funds in public school districts educating Indians, where political rights are not respected.

Mr. MEEDS. I would be delighted to hear from you further on that subject. I just have some very strong apprehension that we would have problems with that. I would really like to have your views in writing.

Mr. KILLS STRAIGHT. Mr. Gross is litigating some cases on behalf of our school board, and he is pretty much up on the legal aspects of that.

Mr. MEEDS. Where is that?

Mr. GROSS. We just filed a Supreme Court testing for an Indian Community in Wyoming, whether the Indian reservation has a right under the equal protection clause to control its own school system, in light of the history of coercive assimilation which exists up there.

A decision of the Wyoming Supreme Court interpreted a provision of the Wyoming constitution as forbidding the establishment of a Wind River community school district.

Mr. MEEDS. A dual system with the public school system? There is a public system there now?

Mr. GROSS. There is a public system, and the tribe is having to prove State jurisdiction on the reservation, and the State has responded by forcing children from the community, and off reservations, to attend non-Indian schools with the typical disastrous result that are reported in the nationwide studies.

In response, the State education agency, sympathetic with this problem, adopted a plan to reorganize the school district in the community, and established a high school in the community which has been absent until now.

That plan was attacked by some people in court with the result that the State supreme court ruled in their favor, and we are now seeking review by the Supreme Court.

Mr. MEEDS. Our next witness is Dillon Platero.

STATEMENT OF DILLON PLATERO, DIRECTOR, NAVAJO DIVISION OF EDUCATION

Mr. PLATERO. Mr. Chairman, I would like to read the summary and the recommendations that are contained in the statement, and then make one brief statement.

The Navajo Nation is faced with massive educational problems of an extremely complex nature. These problems involve the operation

of schools by Federal, State and local agencies. These provide inadequate and uneven educational opportunities.

Massive steps must be taken to settle the problems. This includes changing the Bureau of Indian Affairs to become an agency of Indian advocacy.

Far beyond a simple increase in the infusion of money, there needs to be a change in the basic relationship between the Bureau of Indian Affairs and the Navajo people. The Bureau of Indian Affairs must shift its mission from that of being a mere trustee to one of being an active advocate for the Indian people.

Along with a shift of goals on the part of the Bureau, there must be a recognition on the part of the Indian people that as the Bureau is staffed by increasing numbers of Indians, it will become the vehicle for assisting Indian people in the resolution of their problems.

There are specific actions which the Congress of the United States can take to insure the Navajo Nation will reach a level of equal educational opportunity.

(1) Continue the development of legislative remedies which will provide relief for many of the artificial encumbrances placed on Indian people. Most notably, the Congress should follow through and appropriate funds to meet the provisions of the Indian Self-Determination and Education Assistance Act.

Let me just mention this, because it is very important. There are programs in which the needs have been expressed through proposals written, and Indian projects which need to, at least for a period of time, continue rather than being cut off at the time when they are just starting. So, adequate funds here could relieve that situation.

(2) Provide relief for public schools serving Indian children so as to bring their level of funding on a level equivalent to that of Federal BIA schools. This especially includes the funding of adequate facilities.

I might mention here that on the Navajo Reservation, the public schools have a funding level of probably \$1,200 per student. On the other hand, you will see a Bureau of Indian Affairs school which is being funded at about \$3,000 and over per student. So, I think that there should be some equality.

(3) Recognize the unique social, cultural, and linguistic needs of Indian children and provide the program support necessary so our children can compete on an equal footing with every other citizen.

(4) Settle on a development program which supports the construction of day schools and the roads which make day schools a reputable part of our system of education. This is not to say that you should do away with the boarding schools all at once, but I think that we should be moving in this other direction where you don't separate the parents and the children.

I think that there is a great deal of guidance that can come from the parents.

(5) Establish educational programs which are responsive to the economic needs of the Navajo Nation. These programs should address themselves to the establishment of a vocational technical school system designed to train Navajos to fill the jobs which directly affect the Navajo Nation.

In our recent hearings, which were held all over the Navajo Reservation, and where over 600 people testified, the hearings were conducted

by the Navajo Tribe and many people at the grassroots level commented on their educational needs.

One of the priorities was the need of vocational education and the need to establish a technical-vocational facility on the Navajo Reservation.

(6) Support the development of Indian-operated educational institutions, especially the Navajo Community College and the schools currently under full Navajo control.

(7) Monitor the activities of the Federal agencies charged with the responsibility of implementing Federal policy. This practice should extend to all levels of the Federal bureaucracy.

(8) Provide adequate funds to meet the educational needs of a developing Navajo Nation, including adequate support for adult education and teacher education programs. I think in this area we have neglected, at least over the years with the universities getting the funds, and doing the choosing of who is going to be trained.

As a result, even when you have an excess of teachers, you still have a need for Indian teachers, such as on the Navajo Reservation where, in 1973, we had 3,000 teachers on the Navajo Reservation, but we only had 168 Navajo teachers. We talk about inequities as far as individual per capita income, et cetera, I think that there is a need for Indian people to be in education professions.

(9) Help to strengthen the tribal government by supporting the self-determination efforts of the Indian people. This is especially true in situations where tribal governments are attempting to assume control of programs traditionally administered by State and Federal Governments.

(10) Most important, the Government of the United States should work with and support the efforts of the Navajo people themselves. This support should be in a manner which strengthens the Navajo tribal government.

Indian governments are no longer the same institutions they were 100 years ago. The tribal governments have reached a takeoff point where they are able to assume control of many diverse programs, especially education programs.

Last month, the Navajo tribal government sponsored the first reservation-wide hearings on educational opportunity. At these hearings a common theme was sounded: "The Navajo people care about the education of their children."

The Navajo people are asking for ways in which they can increase their participation in education, so their children can partake of the benefits it brings.

The Navajo Tribe is now in the process of compiling the testimony rendered by the citizens of the Navajo Nation, and will submit copies of the findings for the review of the committee.

Hopefully, the Congress and the committee will consider the requests of the Navajo people on ways to improve the quality of education available to our people.

With the help of these hearings, we hope to come up with Navajo education plan, and this is the purpose. So, we are talking with the local people. We are talking with the public schools and many others. So we hope these recommendations can be accepted.

Mr. MEEDS. Thank you, Dillon. Unfortunately, the President vetoed a bill on health services sometime ago, and I am going to have the opportunity to vote to override it. We will be in recess for 10 minutes. [Whereupon, at 11:45 a.m., a short recess was taken until 11:55 a.m. the same day.]

Mr. MEEDS. The subcommittee will be back in session. Our next witness is Lorraine Misinszek, director, Advocates for Indian Education, Northwest Tribes. Welcome to the committee. Do you have a prepared statement?

Ms. MISINSZEK. Yes; I do.

Mr. MEEDS. Would you summarize it, and it will be made part of the record.

**STATEMENT OF LORRAINE MISINSZEK, DIRECTOR, ADVOCATES
FOR INDIAN EDUCATION, NORTHWEST TRIBES**

Ms. MISINSZEK. First of all, I am a member of the board of directors and also program director for the Advocates for Indian Education. Our central office is in Spokane, Wash. Our board of directors represents four States in the Northwest, Montana, Oregon, Washington, and Wyoming.

We established the organization to respond to the many, many needs that Indian people have expressed to us in the past. I have been personally involved in education for many years.

We were, in the early years, promoting legislation such as title IV, and all the many programs that we see developing and passing into law.

Watching from a distance, one of our greatest concerns, I guess, is the disenchantment and the frustration of the Indian people that we come in contact with in the field on the entire tribal floor concerning the Office of Indian Education problem.

It began very early in the establishment of the law. It dealt with, first of all, how the council members themselves were selected. We felt that at the time, had serious thoughts and concerns had been expressed for Indians in education, that the membership selected would have been based primarily upon a broad spectrum of experience backgrounds from preschool all the way through adult vocational training.

So, all the members on the council could have reflected, then, their knowledge and experience. As we see it, there have been problems within the council itself of attempting to reinvent the wheel, and if they had had the kind of experience that they should have, they could have drawn from this immediately, and overcome an awful lot of problems that they are presently experiencing.

The second, and probably the weakest link in the entire program in the Office of Indian Education, has been the administration. We find that the Deputy Commissioner, for example, has not filled all the very key and vital spots with permanent people. They are all in an acting capacity.

As a result of their being in an acting capacity, there is a high turnover rate. We see this as identical to the problems experienced by our little rural schools on Indian reservations in isolated areas where we had a problem with the continuity of the programs because of the high staff turnover.

So, we see this happening at the top level in the Office of Indian Education. We feel, somehow, that this has to be stabilized.

I need to direct some attention to the fact that there needs to be a very strong advocacy role developed by the Deputy Commissioner for Indian Education so that rather than attempting to be everything for all Indians in education, they can get the technical assistance, the direction, the expertise in orienting various departments in HEW to Indian needs, and assist Indian people to get programs funded through various other agencies that deal with educational funding.

So, then, the full impact of funding education does not fall within one small area that has very, very limited funds, and that is the title IV Office of Indian Education programs.

There are many other things that I have discussed in my testimony, but I think that those are some of the crying needs. One thing that we need to do, I think, first of all, from the Office of Indian Education, is to seek to stabilize it, to have it become very stabilized in both funding and administrative patterns.

By this I mean that funding ought to be developed according to a 5-year plan that was prepared very carefully by a previous Office of Indian Affairs staff before title IV was implemented.

There are many, many solid resources and materials that were never utilized in establishing the administration of title IV programs. I feel, again, that there is almost like a feeling of treading water. You do not get anywhere unless you build up on the foundations that have been laid previously.

Moving along rapidly, Advocates for Indian Education has found a great deal of support from the educational staff, which is very, very small, in the Portland area office of the Bureau of Indian Affairs.

We have had an opportunity to work, both at the central office and at the local level, with them. We feel that they offer much more stability and continuity than any other program we have to deal with. It has been our direct experience that this is so.

I know that the BIA is the whipping boy for everyone, but I must say that they do make a great effort. They have helped us do things that no one else would do. But there are many problems in the Bureau of Indian Affairs. Again, I think that a lot of it has to do with administration and with the turnover of Commissioners, and so forth, and staff at the top level.

We feel that somehow the area offices that deal most directly with Indian tribes and schools in the areas need to really be examined very closely, and to develop and to insure that within each area office there is a department of Indian education that will cover all the educational activities in one department. Right now, they are scattered through the community services, under this and under that.

If they were pulled together, and the director of education in the area offices were given a position and a responsibility, and authority, of being a director or assistant area director in charge of education, I think that we would be able to move ahead much more rapidly.

Now one of the problems that we see happening in the Bureau of Indian Affairs is the fact that we have a new director of Indian education, and he does not have a grasp. He is unable to get a handle on what he is administering and getting all the details.

The biggest problem, the biggest obstacle, the biggest problem that he faces is the fact that his financial division is located in Albuquerque. They have become, as a matter of fact, a kingdom of their own, and they are not answerable to the central office, or really they are separate from the area offices.

I would like to see the financial division reestablished in the central office, so that a director of Indian education, a very highly competent director of Indian education in the Bureau of Indian Affairs will also be aware of where his moneys are. Then, he will have a complete control over his programs. In administration, you cannot do anything else but that. I don't know how they have existed this way.

Another thing that has hurt us most directly—and I would like to address this because your programs have had an effect on this—the new Johnson-O'Malley Act puts the funding on a per pupil basis.

Now, it has been my experience in working with State schools and in administering JOM programs in the past that your smaller schools, your poorer schools have a need for a greater amount of money in order to implement successfully educational programs.

Now, funding on a per pupil basis does not allow for that. We have small numbers, therefore, we have very small money. The larger schools that have very rich tax bases, I think that it is their obligation to their Indian students to implement and to put a lot of their other resources into these programs, and not count heavily on Johnson-O'Malley moneys or title IV moneys that are Indian dollars. This is where the advocacy role can come in.

We find, for example, in higher education institutions, as long as there is no advocacy role being played in either BIA or the Office of Indian Education, you are going to find institutions of higher education mainly non-Indian. I would say nearly all of them non-Indian, but very heavily funded by Indian identified dollars to do—I question the quality of the educational programs for Indians that they are able to develop and to operate. I think this is very unfair because they have their established agencies to which they can go for funding, and they should not go and be moved into Indian identified dollars to do these things.

It happened this year, I understand. There were two colleges, Harvard and Penn State, or somewhere, that got in the neighborhood of \$250,000 each. I have to question this, because I don't think there are any Indians from the Northwest attending either one of those two schools. I feel that it is most unfair.

I commend them for their efforts in Indian education, but I would also urge that they go to the regular agencies for funding of these types of programs.

Finally, always, the bugaboo of the charges made against Indian people that they are always freeloaders, that they are always at the public trough, so to speak, asking for money, I would like the Bureau of Indian Affairs to establish tax studies on reservations and on reservation land.

I think that these tax studies would show that for every dollar generated from that Indian resource, from a tax payroll, it generates to \$10 in service-related kinds of businesses, both on and off the reservation.

I think that you will find that the moneys generated by businesses, by land, and by Indian people themselves more than pay their share

of the school support that ultimately comes back through the State to the local school district.

So, when we talk about tax bases, I think that we are kind of in error in thinking that just because Indian land does not pay a property tax, that Indians do not pay taxes. I think we pay almost twice the amount of taxes of any other group in this country. Yet, we are always being accused of not paying taxes.

Therefore, I feel that this advocacy role of both the Bureau of Indian Affairs and the Office of Indian Education in dealing with public schools, and State offices of education, they ought to stress the idea that Indians are entitled to what comes to them, more than entitled to what comes to them, through the regular sources, funding sources, and that there is a need for the special programs; and the special program moneys identified not be infringed upon by other institutions that have their own places, their own sources of funding.

Mr. MEEDS. Did you want to save some time for this lady?

STATEMENT OF MAXINE EDMO, MEMBER, ADVOCATES FOR INDIAN EDUCATION, AND PARENT COMMITTEE FOR DISTRICT 55

Ms. Edmo. I am a member of the Tribal Committee and also a member of the Parent Committee under JOM for district 55. I am also a board member of the Advocates for Indian Education.

Recently, Idaho received a 55-percent decrease in JOM moneys, and I disagree with the formula that was used by the BIA to come up with this. I do feel that instead of decreasing the amount of money, and basing it on the per pupil, I think that they should reverse the formula and go the other way, allowing more money for those States that do not have enough money like Idaho.

I do appreciate the efforts on the part of the Congress in this. It still has to go on the Senate side. There are a lot of problem areas in JOM, and I would like to say that certain things in the Federal law in regard to special moneys for Indian students, I do feel that they should also mainly go to the needs of the Indian students.

Many of the students in our area have bilingual problems. Yet, we do not receive bilingual money through title VII. We have tried for 2 years now to get title VII moneys, but I don't know what the problem is. We have not received it.

In the same way, I do feel that the established sources for Indian programs like BIA and Indian Health, I think that they should be continued with an increase in funding.

We have also applied for funding for an alcoholism grant under NIAA, and we were not funded. We were told that we have the worst statistics in the country, why didn't we apply. We did, and we were turned down.

I do feel that it should go back to Indian Health Service. I am getting a little away from education, but I do feel that it has an effect.

Mr. MEEDS. Perhaps I can alleviate your fear a little bit. The House Appropriations Committee in attempting to alleviate the change that has taken place with JOM, put a proviso in that you could not get less than 75 percent of the moneys that you had last year. So this is what we call a hold harmless. It is a partial hold harmless, 25 percent, but it is a hold harmless that will last for 2 years. During that period of time, you are supposed to work into the new program.

I hate to hear you say that you dislike the regulations. They are really the "Red Regs," they were prepared by Indian people. One of the first things the BIA ever did that reflects what Indians generally wanted.

Ms. EDMO. This is another thing that we were told by the BIA, when we did meet with the Commissioner, that we had a chance for an input. This is one of the problems that we have. These meetings are usually held in the East, and Indian tribes from the West do not have the money to come out here.

Mr. MEEDS. I think that this meeting was held in Albuquerque.

All right, we will now hear from this charming lady of the Menominees. Will you take 3 minutes, and summarize your testimony?

**STATEMENT OF FRANCES D. LEMAY, MENOMINEE PARENT,
KESHENA, WIS.**

Mrs. LEMAY. I was having my statement typed, and the typist came in and asked: "What is your title?" First of all, I am a Menominee parent.

Mr. MEEDS. That is a pretty important title.

Mrs. LEMAY. I have had 2 children by chance of my own, and 48 by choice. These were foster children. So, I am very interested.

This is one of the reasons for my concern about Indian education. We have been a member of the Indian Coalition of Indian Controlled School Boards from the beginning. I think that this is kind of why I am here with my concern.

First of all, we formed a Menominee County Education Committee in 1971. The reason for this was to open a community school for the children who could not achieve in the district schools.

The school is still open for students, and it is all voluntary. I would like to say that we have had three students from our community school attending college. We have adults who are working for their GED's in this community school.

Mr. MEEDS. This is a school which was opened for students who were not functioning properly in the public system?

Mrs. LEMAY. Right; this is the way that the whole coalition started.

So, we still have a Menominee education committee, which is incorporated. Since the Johnson-O'Malley funds have come through, the Menominee Restoration Committee has appointed another education committee, and they, in turn, posted a notice for a meeting to elect parents to a parent advisory committee.

A meeting was held, and 21 people attended, and of the 21, none were eligible to serve on this parent advisory committee. So they were nominated to the committee.

Several days later, we were informed that the whole committee was illegal. So, since then the Menominee Restoration Committee contracting services have hired two people from district 8: One is Quentin Andrews. His title is director of tribal education programs, and he is non-Indian. Later, the same committee hired Dr. Welty, a non-Indian, from district 8. His title is school coordinator, education department.

He applied for the job of JOM director. What really concerns me is that I know two native American people who applied for this direc-

torship and were not even considered. It seems to me that this self-determination is kind of hypocritical in that area because we need—

Mr. MEEDS. Self-determination includes the right to make mistakes.

Mrs. LEMAY. But not too many.

I would like to request that the BIA send someone to review the whole educational system on the Menominee Reservation. I talked with some of the people on the committees. They are feeling threatened.

Mr. MEEDS. Have you talked yourself with the Menominee Restoration Committee?

Mrs. LEMAY. We have tried.

Mr. MEEDS. I know some members of the restoration committee, and I have no trouble talking to them.

Mrs. LEMAY. You are not Menominee.

Mr. MEEDS. I will tell you what I will do. I will bet you that I can get you a meeting with the Menominee Restoration Committee in 10 minutes. Would you like me to do that?

Mrs. LEMAY. Yes; I would.

Mr. MEEDS. Give me your full name and telephone number when you finish here, and I will see that you get a meeting with the Menominee Restoration Committee.

Mrs. LEMAY. I would appreciate it.

However, I still feel that we need someone to come and take a look at this. I want to tell the committee that we are really appreciative of your keeping our school going. There is a need for it, and there still is.

We have quite a few students attending Flandreau Indian School, but we still need our community school. Thank you.

Mr. MEEDS. One more witness, on this panel. Helen Scheirbeck, would you please come forward. I have divided this panel in 15 minute segments. Do you suppose that you can summarize your testimony in that time?

Ms. SCHEIRBECK. I think that I can do it in less time, Mr. Chairman. Then I would really like to have questions asked, if I may, rather than testify a lot.

Mr. MEEDS. Please proceed to summarize your testimony.

Let me just announce, for those who do not know, that Helen is the task force director of the task force on Indian education of the policy review committee. Her efforts and input in this field are very important in the future of Indian education.

STATEMENT OF HELEN SCHEIRBECK, OFFICE OF AMERICAN INDIAN AFFAIRS

Mrs. SCHEIRBECK. Thank you very much, Mr. Chairman.

I would like to start by saying that I am a Lumbee Indian from North Carolina. I have to do that just to remind people and good friends, like Mr. Platero, that there are Lumbees as well as Navajos in the United States and we are the descendants of the largest tribe in the country.

I realize that you are pressed for time, so now I will move on. Actually what I have done with my testimony is try to comment on areas that I think need to be looked at, at the Bureau of Indian Affairs by

the subcommittee, and on areas that I feel need to be looked at, at HEW.

If you would like to look at the testimony, those particular areas begin on page two. I might add that since I am a commuter student, we left out our two most important pages. I have them handwritten here in terms of recommendations. I will get them typed before we leave.

Mr. MEEDS. They will be attached to your statment and made part of the record.

Mrs. SCHEIRBECK. The Bureau of Indian Affairs claims its major authorities are the Snyder Act and the Johnson-O'Malley Act and now Public Law 93-638. I reviewed the Commissioner of Indian Affairs' testimony last night, and he did indicate to you yesterday the efforts that they have made on behalf of Indian controlled schools.

Let me say that I think they have made a fine start. They indicated that there were 13 such schools, and that indicates how slow the start really is. I feel that to get things off the ground at BIA, the subcommittee really needs to do the following things in order to assist the Indian people in getting the following things done.

You need to set up immediately a committee of Indian educators and BIA staff to reorganize BIA education. I say that, really, because we have got to have a realistic focus over there in terms of the methods to move Indian contract schools, title I contracts, and JOM contracts through the agency with all deliberate speed.

I know that you have heard, this morning, about the problem from the other Indian witnesses, about how slow it has been to get the contract schools started. If they did not have the good faith of the communities that surround the reservation to allow credit for these schools, they would never have been started.

While 638 regulations are proceeding, and all of these groups are making input into those regulations, I really feel that we still need a committee, not a task force, but a committee of Indian educators in BIA to go in and focus on the contracting mechanism. So, when 638 gets in place in November, you will have something to react to.

We also have, maybe, 20 more Indian controlled schools, and we have more Johnson-O'Malley contracts out to either tribes or Indian organizations. The Coalition of Indian Controlled School Board has said—

Let me back up and say that every one of the Indian organizations approached the Commissioner of Indian Affairs with this recommendation in February, and we got from him a fine reading which said that he would take it under advisement.

I would like to say that the Commissioner of Indian Affairs is coming along very well, and I have been impressed by the growth that I have seen there, but we have still not got the Division of Education organized.

I also feel that the division is certainly lacking in leadership and in direction. We have a separate central administrative staff in Washington, D.C., and we have a staff which is attached to the central office in Albuquerque, N. Mex.

Now this makes the job of coordination, of finding answers, of moving programs and services to the Indian community not only difficult, but practically impossible. Mrs. Misinszek touched on this a few minutes ago.

So, one of the things this committee needs to do is, from a common-sense point of view, to take a look at why it is that we have two central

offices, one in Albuquerque, N. Mex., and one in Washington, D.C., and look at the cost factor because it means that Indians have to fly here, and have to fly there, and telephone here and there.

I know that you face this problem as a committee in just trying to find answers. I think that this is a critical need.

I was trying to say that as an interim measure, until 638 becomes operable, we do not need to establish a central contracting office. This is not my idea, but it is the idea proposed by the Coalition of Indian Controlled School Boards for the last 3 years, and nothing has happened with that idea.

Not only are the community schools affected by the inability to move contracts, but so are our community colleges. That is just a critical need because we are trying to build Indian manpower in these communities, and they say that the "agency is not assisting us in that effort."

I think that there needs to be a plan of action for how to restructure the Federal boarding schools. I notice, Mr. Chairman, that you touched on this issue yesterday. I think that many of the students in the boarding schools come here with severe emotional handicaps. There are students that "are a last resort." This is the last resort for them. If that is true, it seems to me that we should not be giving them the same kind of education that everybody else is getting.

Nobody has ever come to the Congress, except in the hearings of the Kennedy subcommittee, to plead for those boarding schools. Now, I am not a fan of boarding schools. I am a fan of building schools in the communities, but until we have a better alternative, I think we need to stop and take stock of those schools, see what the problems are that the students face, and do something about them.

We should not let them be another wasted generation of Indian students going through boarding schools.

When you are in Alaska, I hope that you will take a look at this particular problem.

Now, in addition to that plan of action for boarding schools, one of the things that 638 did not do was how tribes, or intertribal or Indian organizations could contract for these boarding schools. It was silent on that question.

As we look at the development of the regulation, we are told by the Bureau of Indian Affairs that they can do nothing on that point because the law is silent. So we need to try to get an amendment there.

Another thing, and that is the line authority question of the BIA education director. I noticed, yesterday in the Bureau of Indian Affairs' testimony, they indicated that they felt that line authority was not needed.

The only thing I have to say is that it is very difficult to persuade an area director, or even a tribal chairman, that a schoolhouse is more important than a factory on a reservation. It seems to me that if you look at that analogy, that tells you why we need line authority over education programs.

I feel that education is the key to the development of Indian communities. If you have an educated manpower base, then you can attract factories and industries. However, if I were a chairman and I had to make a decision about building a factory here or a school-

house, I would vote for the factory, too, because that means bread and butter on the table.

I think that it is unfair to education to put us in that kind of an arena because that is why we have never been on the front burner in terms of Government priorities.

Next, I wish to turn my comments to the U.S. Office of Education, education of American Indians, except, and I underline the except, I do not think that this office has accepted its responsibility for the as a part of the general public.

They have not established a policy which recognizes this specific responsibility to reservation Indians, nor have they designed a policy of assisting nonreservation, urban, and off-reservation Indians except for title IV, and its amendments in 93-380.

It seems to me that the policy at USOE is for Indian "Get me, if you can." The policy is "Get me if you can" toward the program grants.

With 874 and 815, Congress was clear in its intent. These are not programs for the benefit of the Indians as such, but for the benefit of the States educating Indians. I think that Indians have really been misled on what these two laws are for.

Many people think, "Well, this is Indian money," but that is not Indian money. The legislative intent is clear there.

I would like to see some clarification by the Congress to assure us that 874 and 815 money will be used in the districts where the poorest Indian students reside, and not just arbitrarily used anywhere in the district once it comes in.

There are some other general comments on areas that I think need improvement at USOE. There is a critical need for technical assistance to be given to all title IV projects, but particularly to the parent advisory councils at the community level.

The Office of Indian Education has been called many times by every Indian organization in this room, and by me, to utilize its evaluation money to meet this need. Yet, except for regional meetings, this has not happened.

I think that assistance centers for assisting all parts of title IV need to be created. It might be of interest to the subcommittee to know that in many States the title IV people in the community, when they are putting a title IV project together, have to turn to the Johnson-O'Malley education director in the state, and say: "Will you help us put a title IV together."

Now, of course, if you want to stretch a point, it is good to coordinate resources that way, but I think that these people do not necessarily know what is in title IV.

I also think, and I heard Mrs. Misinszek discuss this, the question of advocacy on behalf of Indian educational needs must be picked up by the Office of Indian Education. I think that many of the divisions in OE—and Dr. Demmert's testimony yesterday showed all the programs that are going out to benefit Indians.

I think that many of those divisions are truly interested in being helpful to Indian people, but they need some direction, some planning, and some guidance as to how to do this. I think that this function should be provided by the Office of Indian Education.

I also think that all the programs listed in Dr. Demmert's testimony yesterday should have to spell out the criteria as they relate to what

is an Indian project. I know, when I worked over there, we really did not have any records on Indians. It was kind of interesting, because we made up all kinds of Indians.

Now we do have records, since there is a title IV law on the books. We know every school district that has 10 or more Indian children. So it seems to me that it is time for OE to begin some recordkeeping and set some criteria within every program over there, as to what they consider the criteria for an Indian program.

I think that this would help both the committee and Indian people in tracing down where our moneys are going on behalf of Indians. I also think, where necessary, the eligibility requirements of the various laws at OE should be amended to include tribes, Indian organizations, Indian-controlled schools and colleges.

I think that there needs to be an affirmative action plan which should be required of USOE, to show how over the next 5 years Indian persons will be placed throughout the agency and not just in the Office of Indian Education.

I am against segregating Indians in the Office of Indian Education in terms of staff because the way you find out about who has got money that happens to be free today, is to have a friend in another office.

If we have Indian people throughout that agency, we are going to get more Indian money.

I hope that the chairman will ask me about Indian preference at OE because I have some very strong feelings against Indian preference, which I would like to express.

Mr. MEEDS. Tell us about your feelings on Indian preference.

Mrs. SCHEIRBECK. I feel strongly that our people are well qualified, and can compete with anybody. I found that the Indians in BIA on Indian preference, when you try to move them into a job with another agency, they simply have to start all over.

Indian preference as it is defined over there means nothing in any other agency except the Indian Health Service. I am also against Indian preference because I am an American Indian myself, who happens to be on a competitive roster at a very high level, but I could not qualify for a job as an Indian at BIA.

So, I happen to think that Indian preference discriminates against nonreservation Indians. I also think that it is a fast way to hire people, but it is a dead-end street because the Bureau has no way to move Indians from Indian preference onto a competitive roster.

I would like to think that qualified American Indians can work anywhere in the world they want to based on their qualifications. At least, I would like to see something done to get people from Indian preference into a competitive roster stance.

We might want to have an ambassador to India, some day, who is not schedule C. That is a bad example, I am sorry.

There also needs to be, now, joint planning and uniform record-keeping between OE and BIA. I think that we have all struggled for the last decade to get a handle on this problem. This subcommittee certainly has, and I think that the problem we find is that everybody has a different set of records and a different set of accounting procedures.

I have gone back and checked, and I think that beginning with the 89th Congress, there have been coordination studies performed between the two agencies, and they have all come back to you with how they are

going to coordinate their efforts and now they are going to get uniform standards set up.

Well, I can tell you, as of July 29, 1975, which is today, this has not happened. I really think that in terms of an oversight function, it is critical to have it happen.

I have two other things, Mr. Chairman; am I running out of time?

Mr. MEEDS. You are always so interesting that time seems to fly. Go ahead.

Mrs. SCHEIRBECK. I have a suggestion for two components in title IV of the Indian Education Act. I think that the National Advisory Council on Indian Education, as authorized under section 442(c), should be amended.

The Council, I think, should become an advisory committee to the Commissioner of Education with the authority to make recommendations concerning program services of OE, and with the power to assist in developing a list of nominees for the Deputy Commissioner of Indian Education.

I think the rest of the authority of that Council should be dropped. Many Indian people had great hopes for this Council when it was first installed, but it appears that internal factionalism and the usual politics concerning program moneys have not helped the Council grow into its responsibilities.

I think the terms of membership and methods of selection need to be spelled out in the new amendments.

The next recommendation I would have would concern Indian teacher training. A teacher training set-aside as authorized under section—I have forgotten the section, but I believe that it is section 451. This has become virtually nonexistent.

It is part D of title IV, and it was a set-aside attached to a higher education amendment. It seems to me that to build an effective educational system in the Indian community, we must have trained teachers and administrators to bring insight about the people of that community into the classroom. You also bring in a commitment to educate those children.

What is happening now, because the administration has not recommended funding for APDA, we had \$400,000 last year for teacher training, I believe that we will have practically nothing this year except what part B of the Indian Education Act has picked up.

Now, I think, that, technically, you could look at that as supplanting, but what we need to do is to amend that section and make it stand on its own, and decide that we are going to provide the money for Indian teachers and Indian administrators.

I am just about ready to wind up, Mr. Chairman. It seems to me that the 92d, 93d, and 94th Congresses have made many strides for Indian education. There have been many studies over the past decade—the Kennedy Report, the NAACP legal defense study, and a study that I am currently doing.

We are still a long way from an educational system for Indians in their communities. Congress has passed, in Public Law 93-638, a bill which clearly calls for Indian self-determination, yet in that law, the education section as it relates to the local Indian community through the tribe is silent.

I believe the 94th Congress must help us, the Indians, by passing a comprehensive Indian education bill, which puts the authority and the

money into the Indian Tribe. That tribe, then, must reach down locally to the Indian community.

Thank you very much, Mr. Chairman.

Mr. MEEDS. Thank you, Helen, for a tremendously insightful statement on the problems. Unfortunately, I have another meeting in a very short time. In the meantime, I would like to talk longer with this panel, but I will not be able to do so. Thank you very much to all of you.

In addition, the testimony of Granville Hawley, Sr., team manager, urban rural school development program, Hays and Lodge Pole Public Schools, Hays, Mont., will be made part of the record.

The testimony of Thomas Short Bull, president, Oglala-Sioux Community College, Pine Ridge, N. Dak., and the testimony of John B. Tiger, acting executive director of the Institute for the Development of Indian Law, will be made a part of this record.

Mr. MEEDS. We appreciate all of your efforts in helping us with the oversight function in the field of Indian education. We will hear more in Alaska, and later in the year. Hopefully, we can do something about the suggestions that you have made.

Thank you all. The subcommittee is adjourned subject to call of the chair.

[Whereupon, at 12:35 p.m., the subcommittee adjourned, subject to call of the Chair.]

[Material submitted for inclusion in the record follows:]

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION,
Washington, D.C., July 30, 1975.

Mr. MORRIS THOMPSON,
*Commissioner, Bureau of Indian Affairs,
Department of the Interior,
Washington, D.C.*

DEAR Mr. COMMISSIONER: As you are probably aware, the Subcommittee on Elementary, Secondary, and Vocational Education continued its oversight hearings on Indian education on Tuesday, July 29th, the day after you testified. At that hearing Ms. Jana McKeage, representing the National Congress of American Indians mentioned that the Bureau of Indian Affairs failed last year to spend \$3 million of the amount it had received from H.E.W. under Title I of the Elementary and Secondary Education Act.

I am writing this letter to you to determine if that statement is accurate. And if it is correct, I would appreciate receiving an explanation of this failure to expend duly appropriated funds.

Given the gravity of this matter, I would expect a prompt response from you.

Sincerely,

LLOYD MEEDS,
Member of Congress.

U.S. DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
Washington, D.C., August 27, 1975.

Hon. LLOYD MEEDS,
*House of Representatives,
Washington, D.C.*

DEAR Mr. MEEDS: Thank you for your letter of July 30, in which you asked about an alleged \$3,000,000 of Title I Elementary and Secondary Education Act funds which the Bureau failed to spend in FY 1975.

In FY 1975, the Bureau's allocation from the US Office of Education was \$17,567,233. Also, with the release of impounded funds, the Bureau had an addi-

tional \$7,000,000 in carry-over funds. Thus, approximately \$24,567,233 was available to the BIA in FY 1975. Of that amount, local Educational Agencies were able to spend on approved projects all but approximately \$3,500,000.

In FY 1976, the Bureau's allocation for this program is \$17,567,233. Added to this is the \$3,500,000 for a total of \$21,067,233 available for distribution to the local Educational Agencies.

The \$3,000,000 in question is part of the "carry-over" money which was included in the total amount available for this fiscal year under the provisions of the Elementary and Secondary Education Act, and which will be spent this year accordingly.

Please be assured that we are concerned with obtaining the most and best services for Indian children and that funds are appropriately and prudently expended as required by the law and regulations. The ever-improving quality of projects from the schools attest to this fact.

We appreciate your concern and hope that this information has been helpful.

Sincerely yours,

MORRIS THOMPSON,
Commissioner of Indians Affairs.

NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION,
Washington, D.C., August 19, 1975.

MR. CARL D. PERKINS,
Chairman, Congress of the United States, House of Representatives, Sub-Committee on Elementary, Secondary, and Vocational Education, Rayburn House Office, Washington, D.C.

DEAR MR. PERKINS: The National Advisory Council on Indian Education views its task as one of Advising the Congress and the USOE on the special Education needs of the Indian people.

The membership of the Council comes from different parts of the country and represents diverse groups of Indian people. Nevertheless, the Council has strived to work as a unit, to represent the Indian people at a National level and to this aim, the Council has succeeded very well.

The Council was created as the result of a major change in federal policy for Indian people. A change from that of dictating to the Indian people, to that of involving Indian people in the decision making process on policies that affect them.

The Council is well aware of its legislative history, NACIE strives to be a positive force by avoiding factionalism and petty politics at the national as well as local levels. The Council's objectives are to bring about greater Indian involvement and greater Indian control into programs that are designed to affect them.

The Council is well aware that Indian people have been subjected to many unfulfilled promises in the past. The Council deems it part of its responsibility to develop confidence in the Indian people so that trust will replace cynicism, so that unity of purpose will replace factionalism and so that confidence will replace doubts.

The Council is well aware of the criticism directed against them but it understands these can be overcome with better understanding and better communication. This will take time but the Council has come a long way in gaining the support and the trust of his clients.

The Council feels criticism and differences are a healthy element of Self-Determination and Involvement and these can lead to a better relationship and a better understanding.

The Council does not, as a matter of course, defend itself against criticism but usually responds by explanation to achieve a better understanding.

It is with some reluctance, therefore, that the Council feels it is necessary to respond to a testimony presented at a hearing before the House Sub-Committee on July 29, 1975.

This testimony was not only critical but it suggested that the Advisory Council's role be either eliminated or diminished. This is not only contrary to the concept of Self-Determination but it suggests a return to government dictation and government paternalism over the Indian people.

The members on the Council have served with commitment, dedication, and courage in the hope of establishing a new Federal-Indian relationship based on trust and respect. The Council is not concerned with remaining on the Council

and is presently in the process of relinquishing their seats so new members can be appointed.

But the Council is very much concerned about any suggestion that the role of Council be compromised to the federal bureaucracy. This is a direct conflict with the desires and the wishes of the Indian people at local levels where the Indian people are struggling to break the bonds of poverty and government paternalism.

The Council takes sharp exception to the suggestion made concerning the Council by this witness for the following reasons:

1. The recommendation made by this witness to reduce the power and the Council was made with a deliberate attempt to downgrade and reduce the effectiveness of the Council.

2. This recommendation was made on the basis of biases, if not prejudices as this person has served for several years in the federal bureaucracy.

3. The witness is in a position of great responsibility and influence and the witness's testimony carries considerable weight and thus should not go unchallenged.

As Indian people, we are proud of our heritage and jealous of our identities but when it comes to speaking out to protect our land, our culture and to express our needs, we speak with one voice.

We want the opportunity and the right to shape our own destiny in a way that our people will retain their self-respect and their dignity.

We only ask for the resources to help us achieve this goal.

Sincerely yours,

TED GEORGE,

Chairman, National Advisory Council on Indian Education.

URBAN/RURAL SCHOOL DEVELOPMENT PROGRAM,
HAYS AND LODGE POLE PUBLIC SCHOOLS,
Hays, Mont., July 21, 1975.

To: Congressman Lloyd Meeds, House subcommittee on Education and Labor

Re: (a) Further Funding for Urban/Rural School Development Program (under Education Professions Development Act)

(b) Long range funding for locally controlled Indian post-secondary education

DEAR CONGRESSMAN MEEDS: I would like to formally request that the following information on Indian education be entered into the record of the hearings before your sub-committee of July 29, 1975, as background and justification for further funding of the Urban/Rural School Development Program, and for long range adequate funding for locally controlled Indian post-secondary education.

A council of 20 people from the Hays and Lodge Pole communities, who are elected by a canvas balloting system that averages 90% of the Indian people of this School District #50, plus an all Indian administrative staff, also elected, have worked diligently during the past five years to determine what could be done to improve Indian education at all levels, from the home, through kindergarten and elementary grades, and on up to the highest levels of post-secondary education. This Urban/Rural School Community Council has also put into effect those remedies and actions that would at least partially alleviate local Indian education needs, and make it responsive of the needs of our children and of our people. Some basic elements of the 'why' and 'how' of education came to light during the ongoing, comprehensive community educational needs surveys.

These are the problems confronting us as a unique group of American Indian people, who for tens of thousands of years have walked upon this continent, loved it as our home, and, until recently, gained from it our happiness, our recreations, and our survival, for the most of this time in peace and plenty. We gave back to it our respect and love, and treated our environment in such a way that it would continue to give us this natural happiness and contentment that our simple and basic wants and needs required. Toward these ends we educated our children, that they might be healthy and happy people who would be delicately tuned in to all the wants and needs of the Earth and of their People.

All of this culture and this Indian way of thinking and doing has come under a great pressure to change during the last 200 years. Our people were stripped of their land, their food and game supplies, their way of life, in most cases of their religion, and many thousands were stripped of life itself. We were placed on small and unproductive reservations and even to the present time are allotted less land,

care, and understanding that the other native beings of this land, the wild animals.

The Indian-White American wars of the past were spectacular, since some Tribes fought desperately to maintain their homes, to protect their wives and children, and to maintain their way of life, but these wars are completely out of proportion to the overall average of what usually happened when we met the non-Indian Americans. We shared with them as we share with each other—our knowledge of the medicinal plants and substances, our knowledge of the land and its metallic resources, our knowledge of the meaning of freedom (which has only been partially and poorly learned by the non-Indian peoples), and our domesticated plants and animals and poultry (which now constitute about 64% in variety of the Earth's food supplies). We signed many treaties in this time, often with a gun shoved in our ear, which have resulted in very little compensation that was useful to our people.

Our children were shipped away to non-Indian schools to become made over in the image of the White man, but when they came home their skin was still bronze colored, and their minds retained their earliest teaching of our Indian way of sharing. Their confusions and frustrations were great, since these schools taught them to gain social, academic, and athletic status by competition with their fellow students, rather than to compete with their own earlier marks. These heights could be reached by stepping upon the backs of other students, whose own natural and individual talents and abilities may not have matched those which the schools held as valuable. Also they were taught to fight with, and to wrest from the Earth, those resources and goods which would assure them of being rich in materials, even though many other beings of the land, including their fellow Indians, might have to go without, and perhaps to become extinct, and the Earth to become unnatural and unproductive.

I will conclude this background information with several observations and beliefs held by Indian peoples:

The non-Indian educational system I have just described does not work for the great majority of Indian people, and the majority of Indian Nations, even those of the East Coast who have been in contact with said system for nearly 400 years, do not believe that such a system will benefit even your own children, and absolutely not free Indian people. The present state of American education tends to confirm this view.

Such a system has led to the destruction of thousands of our children, who either smash in anger headlong against the iron wall of the dominant culture, and are destroyed, or who destroy themselves in hopelessness and frustration by car accidents, alcohol and drugs, weapons and disease. This frustration and hopelessness stems from a clash of cultural value systems. In one he is taught to care and to share, and in the other he develops a poor self-image, since if he don't own enough resource producing collateral to feed (or to deny feed to) a thousand other humans, he is taught to see himself as a damned and shiftless Indian, and since shiftless, no-account people in his own Tribal value system are a detriment to the group, he is unconsciously compelled to remove that detriment.

The great majority of Indian Tribes of the present continental United States and Canada have always been looked upon by non-Indians as uneducated, unsophisticated, primitive, stoneage savages, because of their ignorance of anything else. Nothing could be farther from the truth, and the historical journals of the early French, and to some extent the English explorers, will confirm this. In the human and social arts, no people on Earth were more considerate of their own people than was the Indian within his own Tribal group, nor are any people more kind and considerate of their children. Further, all of the tribes within my range of knowledge, have since times far into our past, taken in and adopted as full members the children of friendly or enemy tribes and races, and no racial slurs or slights are leveled against these children. Neither are they rejected because of illegitimate birth, original sin, or any other reason which they cannot control. In their legal system they were taught to do what is right and best for the tribe, and secondly for themselves and their family. Nothing shocked Indians more than learning that the dominant societies' legal system rests upon the fear of punishment, and that many of the members of that society believe that there is no crime unless you are caught at it, as were some people in your area recently.

Historically, my own people, the Assiniboin, told the early French explorers, La Verendrye and others of the land, peoples, and ways of government of people far distant from them. They accurately described the land northward beyond Hudson Bay, westward to the Pacific, eastward to the Atlantic, and more to the point, as far south as Mexico, the Caribbean Islands, and South America. In

other words, they were well aware of the culturally and materialistically great, but socially and humanistically miserable, despotic empires of the Toltecs, Mayan, and later the Aztec empires, which were highly complex Indian states. These they knew of and rejected through choice, because these did not contribute anything towards human happiness and freedom. Other North American Indians were also aware of other civilizations and turned from them for the same reasons.

With this background information, then, I will list some of the needs, by number for clarity, but not necessarily in a sequence of priority, which the U/R School Community Council stated had to be met and resolved—for the benefit of Indian Education as well as education nationally. In places, these needs will be preceded by basic observations we arrived at in order to start the improvement or remedy of that particular area of need, and will be followed by what the communities of Hays and Lodge Pole, through the U/R School/Community Council, have done to correct the situation. In most instances, since few of us had any formal training, we had to work back to the basics of the situation in order to see it clearly. The first basic, then, was this:

1. What is education, who must it benefit, and why do we educate our children?

(a) Education is knowledge learned from any source that reacts and is impressed upon the senses and mind of any being. Education gained through harsh discipline from people the children do not understand will most often be rejected when the time comes to put it to practical use. Education gained in an atmosphere of love and care will be retained and used more often, and with more positive results.

(b) It must benefit basically those to whom it is served, and those who serve it should be reasonably compensated if they are capable of successfully serving these students.

(c) We educate our children and our people because we love them and want them to survive in a reasonably happy and natural state within the environment that they exist in now. So, basically, education is an act of love for the benefit of our children. Consequently, it is only natural that we, as Indians, will show more love and care and respect for our own Indian children, as the teachers to them, than will members of another race who have different values, a different culture, and in nearly all cases, little or no knowledge of Indian history, tradition, and way of thinking. Also, who can better teach the children how to meet and overcome the educational, social, and economic obstacles they will meet, simply because they are Indians, than the Indian person who has met and overcome these obstacles to become a teacher. We cannot buy, or seldom even can teach to non-Indian teachers, love for our Indian children, but our own people have this love in plenty.

Activities and Results: (1) Train local Indians to be the teachers of Indian children.

(a) In May, 1975, we graduated, here on site at our Inter-Tribal Education Center at Hays/Lodge Pole which operates autonomously through contract and agreement with the College of Great Falls, Montana, six local Indian people with a 4 year Bachelor of Science degree in Elementary Education, certified by the State of Montana as Elementary teachers. One, Norma Jean King, graduated Magna Cum Laude, and another, Jean Shambo, Cum Laude.

Two of these teachers have since been hired in the local Public Schools and more hirings are expected.

Since our Urban/Rural Community Teacher Trainee classes have had an average of 23 students each year, and since we run three semesters per year, we will graduate 6, or possibly 7, more degree and certified teachers in the spring of 1976. This year's class will number about 18.

We have also trained an average of seven U/R Teacher Aides each of the past three years. This coming year, due to less funds, we will only train four, but these will receive 3 semesters for a total of 36 resident credits toward a degree in Elementary Education.

Basic Need: (2) An educational system, including curriculum, methods, and design, that is shaped around the basic nature of the child and his needs, not the nature and needs of the educational system, its administrators, and its teachers. The concept here is to develop a child with a good self-image and self-confidence as the result of using curriculum and materials that give him the true picture of his Indian peoples' contributions toward a better world and environment through Indian contributions in the areas of freedom, economics, social sciences, astronomy, ecology and also math, since the ancient Mayas used the zero for about one thousand years before the Hindus figured it out, from whence it gradually made its way to Medieval Europe. Where is the concept of freedom or the atmosphere

of learning in a classroom where the non-Indian teachers shout to the Indian child, who was born a free human, "You sit down in your desk, don't speak, don't visit, don't eat or chew gum, and don't move for eight hours and listen to me, I will teach you to be a free American. I will tell you when to be hungry, when to feel like playing, when to be sleepy, and when to go home." This, we believe, is not the way, but it was practiced on me and on my children, so I know it exists.

Activities and Results: (2) The Urban/Rural Program and the Title IV Bicultural Education Center has been gathering and collating information and materials on local and national Indian history, traditions, cultures, ways and beliefs, arts and crafts, and, to a lesser extent, languages, and getting these into the classroom for use of the Indian children. Our U/R coordinators oversee and set up such classes and get materials, information and examples of texts, plus local Indian people to help show and teach the children their own background.

We have had college courses with 5th year credits in communications and in Indian history and culture for the non-Indian professional teachers in our schools. These were attended by all the teachers. Many of the non-Indian teachers are now coming to the U/R School Community Council for materials and ideas to use in the classrooms. There is much less friction and confrontation between the communities and the schools, and a more pleasant and relaxed atmosphere in the classrooms.

I must state here that it is not our intent to lead our children back to a world that has long since been gone, but, by getting them to fully understand and appreciate their status as unique and free humans, to fit them to survive in the world as it is now, and as it may be in the future.

Basic Need: (3) To control our own lives, the education and well-being of our children, and to the extent possible, those forces that will shape the destiny of our race, while still maintaining enough of our land, rights, resources, and ways to assure us of a place to make our living as free people, people who are now, ironically, exotics and misfits in our own homeland.

Activities and Results: (3) The community/school communications component of our U/R program has for the past four years been active in involving the community people in active and decisive roles concerning what our schools should be, who shall say how Indian affairs are run, and what measures and techniques are necessary to enfranchise and empower the Indian people.

By bringing the statistics and data before the community members, the U/R program has made the people not only aware of the following items, but has led them into thinking of the possible ways these problems can be remedied within the existing social and legal frameworks.

Datum: There are 735,000 people in the State of Montana. 40,000 of these people are Indians, yet the populations of state, county, and city jails, plus other institutions of incarceration, is made up of over 43% Indians. It is an unbelievable ratio, but it represents the social and educational dropout rate of Indians in Montana. These are our State's disadvantaged people.

Datum: The suicide and self-destruction rate of Indian teenage children is several times that of the nation. The dropout rate from school is 40% or more by the 11th year. These are our State's disadvantaged children. We would like to become more trained and capable so we can offer them more than just a decent burial.

Datum: The new Indian self-determination bill will have the Federal rules and regulations, which can make it useful and viable, determined by non-Indians in the various government bureaus. What do the Indian communities do to make themselves heard in the formulation of these rules and regulations?

Datum: These government Educational Programs and the funding that insures their being carried out are the Indian Communities' programs and funds—ours to decide upon how they shall best be used to meet our needs. Are we, or can we, become capable of handling them to our children's best advantage, or will we turn to the "experts" for paid advice?

Datum: To handle this great surge of interest in Indian education and Indian affairs, we need help in training administrators, bookkeepers, and office and educational personnel. How will the committee go about this? Will the Indian Self-determination Bill be funded to the extent that we can train people for these positions?

In this way, locally and statewide, we have made our people aware of the problems and needs, and by giving them the information as it comes to us of the Urban/Rural council, we have shown them how to make use of this data.

Basic Need: (4) Continued and expanded fundings in other areas of education besides teachers. Law, career oriented vocational training, a positive learning experience for school and social dropouts, business administration, recreational and environmental ecology careers, arts and sciences, and others are needed. We must, in the next few years, build an economic base drawing from other areas besides the wages of school personnel, to make our Indian communities self-supporting. The school is the only stable industry for this end of the Ft. Belknap reservation, and therein lies the economic reason for local Indian teachers. How better to show the children the benefits of education than by having these educational wages being used by their parents to feed and sustain them. Further funding for other basic educational needs will further strengthen this knowledge of educational benefits in the minds of our children. It seems more reasonable to us to use these monies in our own ways of educating our people to be useful and productive members of American society, than to have to spend huge sums and money in the prosecution and care of our people who have been incarcerated. In the human and social side of the ledger, the lack of such funding in years past has resulted in an enormous amount of Indian suffering and misery, and the loss to our people, and to our nation, of an unmeasurable amount of talent, production and human resources from a people who have proven themselves to be as talented as any race on earth.

In our request for consideration of long range adequate funding for all phases and levels of Indian Education, especially career oriented higher education, we of the Hays/Lodge Pole Urban/Rural School Community Council believe that our communities are uniquely qualified to speak on these matters. Of all the Indian Education groups, we are one of the very few that are not only operating an advanced degree oriented college on our own reservation, but we have already graduated Indian teachers with a 4-year degree in Elementary Education and State certification who are presently hired within our local Indian schools.

We are also, by all criteria, the most successful of the Urban/Rural sites in the nation judged from the goals we set for Indian education and the continuing success in meeting these goals. I must also, in fairness, mention that none of this would have occurred without the help of such people as Rex Howard of U.S.O.E., our U/R program officer, Esther Nichols, and James Terry of Stanford University's Leadership Training Institute, who acted as liaison officer between U/R Indian sites particularly and the United States Office of Education. The foresight and encouragement of these people, and any others, may yet help us to build a relevant national educational system as we have begun to build one locally.

However, without ongoing and adequate funding for the Urban/Rural program, and without well planned, long range funding for local Indian institutes of higher education, much of what we have accomplished will be lost to other Indian groups and to education in general. To be successful, these long range funding plans must have the input and direction of Indian people.

We thank you for your consideration in hearing us on these matters.

Respectfully submitted on behalf of the Hays/Lodge Pole Communities.

GRANVILLE HAWLEY Sr.,

Team Manager, Urban/Rural School Development Program.

HIGHER EDUCATIONAL PROBLEMS ON THE PINE RIDGE RESERVATION

This written testimony is submitted to the House Education and Labor Subcommittee on Elementary, Secondary, and Vocational Education so that the subcommittee will be aware of the unique higher educational problems on the Pine Ridge reservation.

The Oglala Sioux Community College (OSCC) is the institution that is responsible for higher education on the Pine Ridge Reservation. The community college was established by the Oglala Sioux Tribe in 1971. The college provides Associate of Arts Degrees in the following fields: General Studies, Social Services, Business, Education, Indian Studies, Registered Nursing and Carpentry. Since it is a community college, the Oglala Sioux Community College also provides educational opportunities to all residents of the reservation whether or not they want a college education. This is accomplished through GED programs and allowing all reservation residents to attend the college courses.

The first concern the community college would like the Subcommittee to be aware of is the funding problems. Since the state has no jurisdiction on the reservation, it provides no direct funding to the Indian community college.

Since the Indian tribes are poor and must spend their money on more pressing problems, the only funding area available to the Indian community colleges is the federal government. The following are the federal funding resources for the Oglala Sioux Community College: Title III Grant; BIA Contract-Higher Education; BIA Contract-Adult Education; BIA Employment Assistance; National Institute of Health and tuition. These federal resources presently contribute \$500,000.00 to the operating expenses of the college. However, this figure is roughly \$400,000.00 short of what is needed to offer a quality program on the reservation, and for new programs which are needed. The Oglala Sioux Tribe has recognized the funding needs of the community college by passing a tribal resolution which requests a \$900,000.00 appropriation for the college in Fiscal year 1976-77. (See Attachment A).

Recently, the Oglala Sioux Community College requested a \$900,000 appropriation through the mark-up hearings on the BIA's budget. The \$900,000 appropriation would cover the \$400,000 needed for general operating expenses plus needed construction of facilities by the community college. On May 21, 1975, a fire destroyed the large administrative building of the college and approximately \$30,000 worth of equipment. (See Attachment B). Although the college has been pressuring the BIA to provide administrative space for the college, the college is presently operating without an administrative building. Therefore, the additional funding would be used for construction of needed administrative facilities for the college and also for the college centers in the districts of the reservation.

Since the community college is dependent on special federal programs and BIA funding, there is a scramble each year to get needed funds for the operation of the college. In many instances, this has required frequent appearances before subcommittees of Congress to plead its case. Since the Oglala Sioux Community College has been in existence for five years and has established itself as an ongoing institution, Congress should establish legislation that will guarantee a permanent and adequate funding. This special legislation is justified because neither the state nor the tribe can provide funding for the Indian community colleges. The Oglala Sioux Community College petitions Congress to provide special legislation that will establish permanent and adequate funding for the operations of community colleges.

The Oglala Sioux Community College understands that for Congress or any federal agency to provide funding or special legislation, there must be justification.

The Oglala Sioux Community College will now outline the reasons why Congress should be providing greater support to the Indian community colleges. The Oglala Sioux Community College has gained the respect and support of the Indian people of the Pine Ridge Reservation in providing higher education to the reservation. On the average, there are 250 students attending the college either full time or part time with an approximate FTE of 160 students. Therefore, the community college is offering an alternative to those Indian people who neither want to or cannot attend a college off the reservation. Last year, the community college was able to graduate eight students in its Associate of Arts program. The fact that the community college is providing an alternative education system to the reservation residents is ample justification for greater support by the federal government.

In a recent investigation of the Pine Ridge Reservation by U.S. Department of Interior Task, it stressed the need for more education of the reservation residents. The following is an excerpt of that report: "It is obvious from the public that large numbers of the Oglala people are uninformed in the workings of federal and tribal government. Comprehensive efforts to inform all people of the mechanisms of the tribal and federal programs should be instituted."

The Oglala Sioux Community College will attempt to implement the recommendation suggested by the Interior Task Force. The community college will offer a course on Tribal Laws, Treaties, and Government which will be instructed by the College President, Thomas Short Bull. Mr. Short Bull is knowledgeable of this area, because of his previous experience with an Indian State Task Force which studied federal, state, and tribal problems. Therefore, the Oglala Sioux Community College believes that it can achieve the goal which the Interior Task Force stated was so desperately needed on the problem-plagued Pine Ridge Reservation.

The Interior Task Force also recognized the need for improvement in the delivery of law enforcement services to the reservation. The report expressed the

need for training of law enforcement officers. At the present time, the community college is instituting preliminary plans for establishing a Criminal Justice Studies Program within the college's curriculum. This Criminal Justice Studies program becoming a reality will be dependent on whether or not there is adequate funding for this program. At the present time, there are discussions with the Law Enforcement Assistance Program to establish such a program. Therefore the Oglala Sioux Community is attempting to meet the needs stressed by the Interior Task Force for solving the explosive situation on the problem-plagued Pine Ridge Reservation.

In conclusion, it is clear that some agency on the Pine Ridge Reservation needs to be a stable force for improving the conditions of Indian people on the reservation. The Oglala Sioux Community College does not claim that it can solve all the problems on the Pine Ridge Reservation, but it can be of assistance in providing needed improvements on the reservation.

RESOLUTION OF THE EXECUTIVE COMMITTEE OF THE OGLALA SIOUX TRIBE

(An unincorporated tribe)

A resolution requesting the BIA to adjust the fiscal year 1977 "Band Analysis" to include Lakota Higher Education Center by name for total amount of \$900,000.

Whereas, the Bureau of Indian Affairs has since 1972 allocated moneys to Lakota Higher Education Center directly from its Washington office and Commissioner Bruce made a commitment for permanent funding, but now demands that any funding requests be included in the Bureau's local agency "band analysis" for each fiscal year, said "band analysis" to receive tribal input and final approval before submission to Washington, and

Whereas, Lakota Higher Education Center was not notified, advised, or requested for input by the Pine Ridge agency when the FY 1977 "band analysis" was being prepared nor was the Oglala Sioux Tribal Council made aware of this omission, and

Whereas, this lack of input into the FY 1977 "band analysis" has resulted in moneys being allocated to Lakota Higher Education Center far below its minimum needs and without regard to the Commissioner's official commitment.

Whereas, the Oglala Sioux Tribe in council action on June 24, 1975, empowered the Executive Committee to take affirmative action on the Lakota Higher Education Center Board of Trustees resolution (attached to this document). Now therefore, be it

Resolved, That the Oglala Sioux Tribe Executive Committee acting pursuant to tribal council action requests that the B.I.A. adjust its FY 1977 "Band Analysis" to include the Lakota Higher Education Center by name for a total of \$900,000.

CERTIFICATION

I, the undersigned as Secretary of the Oglala Sioux Tribal Council, hereby certify that this resolution was adopted by a vote of 3 for, 0 against, 2 not voting on 9th day of July, 1975.

LLOYD W. EAGLEBULL,

Secretary, Oglala Sioux Tribal Council.

Attest:

DICK WILSON,

President, Oglala Sioux Tribal Council.

LAKOTA CENTER GRADUATION SCHEDULED DESPITE RECENT FIRE

(By Lyn Gladston)

PINE RIDGE.—Despite the fire which destroyed its large administration headquarters here May 21, commencement for Lakota Higher Education Center will be on schedule 1 p.m. Saturday.

Principal speakers for the community college graduation at Loneman Day School northwest of Pine Ridge will be Dr. Beatrice Medicine, associate professor of anthropology at Stanford University, Palo Alto, Calif., and Dr. William G. Demmeret Jr., deputy commissioner for Indian education, Department of Health, Education, and Welfare, Washington, D.C. Dr. Medicine is a Standing Rock Sioux while Dr. Demmeret is an Oglala-Tlingit.

Offering congratulatory remarks to the 12 graduates will be Webster Two Hawk, director of Indian studies at the University of South Dakota, Vermillion.

and former Rosebud tribal president. The ceremonies will include presentation of the Hattie Twiss scholarship for continued education awarded on the basis of high grade point average and of a \$200 prize for best design of an emblem to be used by the institution.

A dinner and pow-wow honoring the graduates will follow.

The college, operating classrooms on a reservation-wide basis under sponsorship of Black Hills State College, Spearfish, had an enrollment of 314 during the school term just ended and is now registering students for summer classes.

Destroyed in the May 21 fire along with most of the nearly 100-foot long headquarters building valued at approximately \$50,000, were a \$30,000 inventory of supplies and equipment, according to Floyd Hernandez, business manager, included, he said, were the records of all instructors while all financial records and most of those of the registrar, Evelyn Eagle Bull, were saved although many were charred around the edges. Cause of the fire has not been determined.

Although still copying charred records, Mrs. Eagle Bull said last week that about three-fourths of all students' records and grades were saved.

Yvonne Wynde, academic vice president, said, "The staff has really been doing a good job in keeping things going and classes on schedule. We also owe special thanks to the Bureau of Indian Affairs and tribal offices for use of various duplicating and other equipment and for furnishing supplies until we can again secure our own. Thomas Shortbull, who was just elected president and will take over his new duties next week, will be in charge of getting new supplies and, hopefully, a new building."

His office will be temporarily located in the library building to the north of the burned structure while the balance of the administrative staff is now located in a smaller frame structure to the south, formerly used for class and conference rooms.

Receiving associate degrees will be Carmelita Two Elk, Diane He Crow, Stella Loud Hawk, DeVonna Bush and Ruth Weston in education, and Ramona Two-Two, Clara Cedar Face and Diane Hollow Horn in business. Illa Brings Him Back, Rhoda King, Mabel Two Lance and Tillie White will be capped in nursing.

PREPARED STATEMENT OF JOHN B. TIGER, ACTING EXECUTIVE DIRECTOR, INSTITUTE FOR THE DEVELOPMENT OF INDIAN LAW, WASHINGTON, D.C.

Mr. Chairman and distinguished members of the subcommittee. I would like to express my gratitude for being allowed to testify today at these oversight hearings on Indian Education. My name is John Tiger and I am the acting executive director for the Institute for the Development of Indian Law here in Washington. While our main activity at the institute is legal research we do share an interest in Indian education. Therefore, I would like to submit for the record a copy of our publication, the Education Journal.

I will direct most of my remarks at Public Law 92-318, the Indian Education Act of 1972, and particularly part D, section 442 the National Advisory Council on Indian Education section. I suggest that the entire council be replaced with 15 new members whose terms will begin September 1, 1975, for a period of one year which will coincide with the academic year. The law calls for replacing council members, "from time to time," but the present council has been in office since May of 1973 and not only is it time for replacement, but more definite regulations should be established.

These regulations should include that full council minutes be typed and made available to the public. Persons employed by the Federal Government should not be allowed a seat on the council which is not now the situation. According to subparagraph (b) (3), the council is mandated to perform program and project evaluation in DHEW where Indian children and adults participate. I have not seen, nor do I know of any evaluation carried out in this regard. How are project directors to know if the programs are succeeding or failing? I suggest that research activities such as this are vital for the benefit of Indian programs. A methodology for effective program evaluation should have been developed and the measurement of program effectiveness should have been carried out on a random selection basis. It is not enough to take program money and award it to those who can write the best proposals. The meaningful task is to determine what the effects are on Indian children and adults in the various programs. When this is done effectively, then further justification for the issuance of additional program monies the next year can be substantiated. It is no secret that the present

administration has never been supportive of title IV. They have never requested additional funds. Quite the contrary, they have insisted on a zero funding level.

Also, I do not think it wise to allow council members to be a part of the selection process for those programs under parts B and C, as in the past. Readers are selected in the field and brought into Washington to grade the proposals. They should become involved in the selection procedure. After the first year of awarding grants under part B, approximately 60 per cent of the monies awarded went to those states where council members reside. Of this amount, about six per cent went to those Indian tribes east of the Mississippi River. This then points to another problem and that is the lack of a fair and equitable distribution of council members by geographic region. Tabulation on parts B and C of this year was unable to be accomplished since those figures are not yet available from the office of Indian Education. Again another problem. Why haven't those figures been made available at this late date?

Comment is due at this time concerning the selection of the deputy commissioner of Indian Education. It is my understanding that the advisory council submitted two names to the U.S. Office of Education, yet one name was returned, and the civil service office did very little in explanation of why one name was returned without consideration. This process in no way reflects on the competency of the present deputy commissioner. Rather it reflects on the mystery without full disclosure by the civil service concerning the selection procedure. If the civil service and administration are ever to gain the complete trust and confidence of Indian people, then a full explanation of the facts is mandatory.

Finally, the one question which may never be solved is whether politics can ever be removed when it comes to the selection of presidential advisory councils. Certainly politics was a factor in the selection of the original 15 council members. To make Indian Education a part of the political process is to only undermine the teaching of our Indian children. To make anything less than a just and fair selection of Indian educators to serve on the council will be a sad commentary of the present administration who would harm the educational lives of Indian children only to serve the political whims of those who are in control.

OVERSIGHT HEARINGS ON LAWS AFFECTING INDIAN EDUCATION

TUESDAY, AUGUST 5, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Anchorage, Alaska.

The subcommittee met at 1 p.m. in Anchorage, Alaska, Hon. Lloyd Meeds (acting chairman) presiding.

Members present: Representatives Meeds, Blouin, Risenhoover and Hall.

Staff members present: John F. Jennings, subcommittee counsel; Yvonne Franklin, minority legislative associate.

Mr. MEEDS. The Subcommittee on Elementary, Secondary and Vocational Education of the House Committee on Education and Labor and the Subcommittee on Indian Affairs of the House Committee on Interior and Insular Affairs will be in session for the further purpose of oversight hearings on laws effecting Indian education—and for the purpose of oversight hearings on the Alaska Native Land Claims Settlement Act.

As those who were here this morning know we spent the morning on Indian education and it is our intent to spend this afternoon two hours on Indian health, one hour on Indian education and one hour on oversight hearings on the Alaska Native Land Claims Settlement Act and then to have a sight visitation.

Our first witness this afternoon is Dr. Marshall J. Lind, Commissioner of Education from Juneau. Is Dr. Lind here? Dr. Lind has not yet arrived—OK, we'll come back to him later.

Incidentally, we have exactly 140-minutes and 14 witnesses so if you'll try to confine yourself to about 5 minutes for speaking and then 5 minutes for questioning.

Our next witness is Mr. Hans Mercer, acting coordinator of Federal programs, Juneau. Mr. Mercer has not yet arrived. Sounds to me like the plane from Juneau was late.

Next we have Mr. Gordon Jackson, executive vice president of human resources, Anchorage. Mr. Jackson is accompanied by the president of the Alaska Federation of Natives, Mr. Sam Kito. Please proceed gentlemen.

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STATEMENT OF SAM KITO, PRESIDENT, ALASKA FEDERATION OF NATIVES, ACCOMPANIED BY GORDON JACKSON, EXECUTIVE VICE PRESIDENT, HUMAN RESOURCES, ALASKA FEDERATION OF NATIVES, ANCHORAGE, ALASKA

Mr. KIRO. Mr. Chairman, we'd like to thank you for the opportunity to appear before you today on issues that are very important and very close to the Native people of the State of Alaska. The matters we are about to discuss here this afternoon are very important—the issue we are talking about now is education.

I would like to take this opportunity to welcome the subcommittee to Alaska. At this time I would like to turn over the testimony to Mr. Jackson who will summarize the statement following which we will be open for any questions and answers you may have.

Mr. JACKSON. Thank you very much Mr. Chairman. My statement is narrowed down to about 5 minutes. About 3 years ago the Alaska Federation of Natives began contracting with the Bureau of Indian Affairs to provide Johnson-O'Malley services to eligible Alaska Natives and recipients throughout the State of Alaska. The contract previously had been granted directly to the State of Alaska and they administered it. The past 3 years of administering the contract has provided us, the Alaska Federation of Natives, with a considerable amount of headaches, identification of weaknesses, and most of all, the valuable experiences that may assist not only in the implementation of Public Law 93-638 but also perhaps in the implementation of Senate bill 35. Senate bill 35 passed the Alaska Legislature this past year—it eliminated the Alaska State operated schools and created regional education attendance areas with policymaking boards selected and determining policy.

Some of the problems that we have identified and which are common to all subcontracts around the State of Alaska include Johnson-O'Malley committee training, management, administrative, programmatic and fiscal accountability, needs assessment, budgeting and many, many others. These are some of the same needs that will be necessary to address the implementation of Senate bill 35 here in the State of Alaska.

When Public Law 93-638 was signed by the President we were hopeful that some of these funds would be provided to address these immediate concerns and needs here in the State of Alaska—however, some of the most glaring weaknesses, one of the most glaring weaknesses in Public Law 93-638, Indian Self-Determination and Assistance Act—that part 1, section 104 has no appropriations whatsoever.

We feel very strongly that section 104 should be adequately funded to insure the successful implementation of this significant piece of legislation. It will address the immediate needs of Alaska Natives and our future role as contractors and complement our efforts towards the eventual local control of our schools throughout the State of Alaska.

Returning to Johnson-O'Malley, it continues to play an important role here in the State of Alaska supplementing and enriching the curriculum of our schools throughout the State of Alaska. The target schools have small operating budgets with very little money to supplement or enrich the education of our children in the areas of bilin-

gual and bicultural education, Native studies, counselling programs and many, many others.

To give you an idea of the amount requested throughout Alaska in fiscal year 1974 we received 45 applications totaling \$6.9 million; in fiscal year 1975 we received 97 applications totaling \$11 million; and in fiscal year 1976 (sic) we received 100 applications totaling \$12 million. We were able to fund with our State allocation only a small percentage of these requests.

Last year the Johnson-O'Malley regulations were promulgated with a number of significant changes. Previously eligibility was based on public schools containing large tracts of nontaxable Indian-owned property. Under the new regulations everyone is eligible. Previously eligibility started with kindergarten—under the new regulations preschoolchildren are eligible.

With these two huge changes you would think the appropriation would increase but it did not. Utilizing the words of the new regulations "all funds for supplemental programs under this part shall be distributed annually among States—among contractors within each State on an equitable basis" and with the appropriation remaining at \$26 million nationwide there is no way we can devise an equitable formula for distribution—for distributing such a small amount of money between the States and within the States. The Bureau tried it this year but we understand that "equitable" will cost Alaska up to \$800,000—in addition to the time which could be spent in the organizational phases, negotiations of subcontracts.

In this area the AFN would strongly recommend and urge an adequate appropriation for Johnson-O'Malley. If there is no increase I am afraid the implications will be very divisive among the Indian communities throughout the Nation.

My final point, also under Public Law 93-638 there is a study which has been mandated by the act. We are concerned that regulations that are now being promulgated for the administration of Public Law 93-638—and at the same time a study revealing and resulting in valuable information regarding Native education is being completed. We are hopeful that the study will be a good one under the huge time constraints and many of the ideas incorporated into the regulations are laws if it is necessary.

Mr. Chairman, those are my summary remarks. You have my full testimony in front of you. If you have any questions I will be more than willing to answer them.

Mr. MEEDS. I was just checking with counsel on—I think there was about \$25 million appropriated now for Public Law 93-638.

Mr. JACKSON. That's not the grants section.

Mr. MEEDS. No; planning and study.

Mr. JACKSON. There is a supplemental appropriation request by the Bureau of Indian Affairs, \$25 million, and that is the one I am speaking in favor of.

Mr. MEEDS. You say in your statement on page 5 that you strongly recommend and urge an adequate appropriation for Johnson-O'Malley. What would you consider to be an adequate appropriation under Johnson-O'Malley?

Mr. JACKSON. An adequate appropriation for the State of Alaska would be somewhere around the \$10 million mark I'm sure—from looking at the amount of applications that have been received within

the federation—it's a total of 97 for the fiscal year 1975, and for 1976 we received 100 applications throughout the whole State. There are over 200 villages out there and a lot of them are in extreme need of supplemental curriculum, supplementary enrichment-type programs.

Mr. KIRO. Mr. Chairman, I would like to say that if we were able to have some time regarding that question I think that the \$11 million we are requesting here for a number of programs we could apply the criteria for eligibility under the Johnson-O'Malley Act for allocations and come up with a pretty realistic figure as to what number of programs the \$11 million were in fact eligible prior to the time they were funded at the \$4.4 million level.

Mr. MEEDS. Are you suggesting—if we prorated this across the Nation, doubling the Johnson-O'Malley funding formula?

Mr. JACKSON. Well, under the new regulations that were promulgated by the Federal Government the need has increased quite a bit now with the inclusion of preschool, plus the inclusion of other States that were naturally left out because they didn't have any Indian-owned property—such States like California. In my discussions with Myron Jones down in the lower 48—and whom I'm sure you are familiar with—States like that weren't eligible but now they are.

Mr. MEEDS. The gentleman from Iowa.

Mr. BLOUIN. I have no questions.

Mr. MEEDS. Gentleman from Illinois.

Mr. HALL. No questions, thank you.

Mr. MEEDS. I have one more question. It's my understanding that AFN is the contracting agent for all of the Johnson-O'Malley funds in the State. How does that work; how is it set up and how does it work?

Mr. KIRO. Mr. Chairman, the setup is that at the present time we are in the process of negotiating a contract whereby the Johnson-O'Malley review committee which is appointed as an advisory committee for—advisory committee to the area director, applies the criteria for selecting those programs that are going to be funded and the execution part of that contract is with the Alaska Federation of Natives who then develop subcontracts with the subcontractors—

Mr. MEEDS. They would be delivering the service.

Mr. KIRO. Yes; those that are delivering the service. Now, one of the problems regarding contracting—and I don't know if it is unique with the Bureau of Indian Affairs; however, I feel that it really is—is that the corporations or associations that are involved and are recipients of the grant funds to start expending them, they do not have the cash flow in order to start. So what happens then is that the Bureau then gives them an advance and we give them an advance as to flow through—but what happens then is that they go into the voucher system which is an ongoing audit-type system, which means that there are allowances or disallowances based on a final audit that is done by the people within the Department of the Interior—and one of the very difficult things you have to fight for in the contracting with the agency is the acquisition or appropriation of audit funds of someone that's independent to make a determination of whether or not you have complied or have not complied with the contract—rather than having the Department people come out and say "You have expended these funds in a wrong manner and based on this we now have to ask

you for a refund because these are disallowed expenses." In other words, it's like two people on the same side of the fence versus one on the other—which should happen—as you discuss or get into contracting a little bit further, this then should be a neutral person or an independent person that will make a determination whether or not you have complied with the contract.

That's one of the very serious problems that we see with the Bureau at the present time.

Mr. MEEDS. Very well, and thank you for your explanation. Without objection your prepared statement will be made part of the record.

[The prepared statement referred to follows:]

PREPARED STATEMENT OF GORDON JACKSON, EXECUTIVE VICE PRESIDENT, HUMAN RESOURCES, ALASKA FEDERATION OF NATIVES, ANCHORAGE, ALASKA

Good afternoon. My name is Gordon Jackson and I am employed with the Alaska Federation of Natives, Inc., as executive vice president, human resources. My primary responsibility with the AFN lies primarily in the area of health, education, and social service concerns of Alaska Natives.

I appreciate the invitation and opportunity to testify before the U.S. House Subcommittee on Elementary, Secondary, and Vocational Education of matters concerning the education of Alaska Natives. There are, of course, many but I will concentrate on some contemporary issues and concerns here in Alaska.

Because it is a first trip for many of you to Alaska, I will provide you with some information concerning organizational changes within the Alaska Federation of Natives, Inc.

Over 2 years ago the Alaska Federation of Natives, Inc., board of directors began to analyze its effectiveness and responsiveness to Alaska's Native people and issues other than the huge priority of land. Many issues and concerns such as health and educational concerns have been around for decades and needed immediate attention. To begin the responsiveness to human resource issues, the AFN board of directors decided to reorganize and restructure the AFN into two departments.

The land department would be composed primarily of the AFN president and executive vice president for land and receive direction from the AFN board of directors composed of a representative from the 12 profitmaking corporations named in the Alaska Native Claims Settlement Act of 1971. The land department would be responsible for assisting the region and village corporations in undertaking the responsibility of effectively implementing the Settlement Act.

The human resources department would be composed of an executive vice president, human resources, and supervise all AFN programs dealing with health, education, and social service concerns. Direction and policies would come from an AFN Human Resource Committee composed of a representative of the 12 nonprofit regional corporations and associations. The human resources committee would be charged with the responsibility of seeking solutions to problems relating to nonprofit Native regional corporations and Alaska Native health, education, and social service concerns.

This organizational change is now in effect and in my opinion has made the AFN organization more responsive and effective.

The first priority issue under the new organizational structure was education in the unorganized borough. At the time there were still three separate delivery systems offering education in the unorganized borough: First, the independent school districts with powers of local control granted by Alaska statute; second, through the Bureau of Indian Affairs; and third, through the Alaska State-operated school system with policies for the largest school district in the world determined by a nine-member board of directors appointed by Alaska's Governor. They all had different budgetary considerations, different hiring methods, different construction methods, and differing philosophies for what constituted education in the unorganized borough. Such a system wasn't very democratic and very unresponsive to the educational needs and wishes in the unorganized borough.

With the goal of changing the educational delivery system in the unorganized borough to make it more responsive and effective, we began to advocate for

some drastic changes in this present delivery system. Because of our concerted advocacy, Senate bill 35 passed during the last session of the Alaska Legislature. The bill would decentralize and dissolve the Alaska State-operated school system. In its place, the bill created the independent unorganized borough school district and regional educational attendance areas. The regional educational attendance area boards will be popularly elected and have the power to hire, fire, determine curriculum, and determine the budget. With the signing of the law by Governor Hammond came one of the first exercises in self-government for people in the unorganized borough and a giant step towards eventual local control of our schools.

Much more needs to be addressed in order for Senate bill 35 to succeed. There is an immediate need in the unorganized borough for school board training, administration, management, evaluation, needs assessment, strengthening local governments, financing, teacher training, and many, many others.

About the same time Senate bill 35 was being developed and discussed, the Indian Self-determination and Education Assistance Act was signed into law by President Ford. The passage came as a complete surprise to us but we welcomed it since we strongly advocated the substance of the legislation. The act would provide but not limit the provision of maximum Indian participation in the Government and education of the Indian people; to provide maximum Indian participation of Indian tribes in programs and services conducted by the Federal Government for Indians and to encourage the development of human resources of Indian people and many others. Regulations are presently being promulgated and in our analysis of the act, we have discovered several weaknesses in the act and regulations.

One of the most glaring weaknesses and one that may be detrimental to our efforts towards contracting and eventual local control of our schools is the funding of section 104 of PL 93-638 regarding grants to Indian tribal organizations. You are aware that no funds have been appropriated to contract with or make a grant or grants to any tribal governments for items such as: (1) strengthening and improving tribal governments; (2) planning, training, and evaluation of activities to strengthen tribal government; (3) planning, designing, monitoring and evaluation of federal programs serving Indian tribes and tribal organizations.

In our experiences with the implementation of the State Johnson-O'Malley, health affairs, and manpower contracts within the A.F.N. we find that a number of items need immediate attention such as planning, training, provision of technical assistance, fiscal and programmatic accountability, needs assessment, and many others. We feel very strongly that section 104 should be adequately funded to insure the successful implementation of this significant piece of legislation. It will address the immediate needs of Alaska Natives in our future role as contractors and complement our efforts towards eventual local control of our schools.

I stated previously that the Alaska Federation of Natives administers the State Johnson-O'Malley program by contract with the Bureau of Indian Affairs. Johnson-O'Malley continues to play an important role here in Alaska "supplementing and enriching" the curriculum of schools throughout Alaska. The target schools have small operating budgets with very little money to supplement or enrich the education of our children in the areas of bilingual-bicultural education, Native studies, counseling programs, and many others. To give you an idea of the amount requested throughout Alaska, in fiscal year 1974 we received 45 applications totaling \$6.9 million; in fiscal year 1975 we received 97 applications totaling \$11 million; and in fiscal year 1976 we received 100 applications totaling \$12 million. We were able to fund with our State allocation only a small percentage of the requests.

Last year new Johnson-O'Malley regulations were promulgated with a number of significant changes. Previously, eligibility was based on "public schools containing large tracts of nontaxable Indian-owned property." Under the new regulations, everyone is eligible. Previously, eligibility started with kindergarten. Under the new regulations, preschool children are eligible. With these two huge changes you would think the appropriation would increase but it didn't.

Utilizing the words of the new regulations "All funds for supplemental programs under this part shall be distributed annually among the States and among contractors within each State on an equitable basis," and with the appropriation remaining at \$26 million nationwide, there is no way you can devise an equitable formula for distributing such a small amount of money between the

States and within the States. The Bureau tried it this year and we understand equitable will cost Alaska up to \$800,000.

In this area, the A.F.N. would strongly recommend and urge an adequate appropriation for Johnson-O'Malley. If there is no increase I am afraid the implications will be very divisive among the Indian community.

Finally, I would like to comment on the study of Indian education mandated under Public Law 93-638, title II, section 203. The study is now being completed and the final draft to be submitted to the Bureau of Indian Affairs by September 15, 1975. The report must be submitted to the Interior and Insular Affairs of the House and Senate on Indian education which includes: 1. an analysis of Johnson-O'Malley Act emphasizing the special supplemental nature of J.O.M. programs and the relationship of J.O.M. to Public Law 874, title I of the ESEA, the Indian Education Act of 1972, and Public Law 815; 2. a specific program including legislative recommendations to meet the educational needs of Indian children in public schools; and 3. a plan for development of Indian-controlled community colleges.

The report will be completed by October 1, 1975. I am wondering if recommendations of the study will be incorporated into the Public Law 93-638 regulations? Will it be taken seriously by Congress given the enormous time constraints on the part of the prime contractor?

We are concerned that regulations are now being promulgated for the administration of Public Law 93-638 and at the same time a study revealing or resulting in valuable information regarding Indian education is being completed. We are hopeful that the study will be a good one and many of the ideas incorporated into the regulations or law if it is necessary.

Thank you very much for the opportunity to testify. If you have any questions, I would be more than willing to answer them.

Mr. MEEDS. Our next witness is Mr. George White, Superintendent of the Alaska Unorganized Borough School District, Anchorage.

STATEMENT OF DR. DICK H. BOWER, DIRECTOR, PROGRAM SERVICES, ALASKA STATE OPERATED SCHOOL SYSTEM, ACCOMPANIED BY LAURA BERNHARD, ANCHORAGE, ALASKA

Ms. BERNHARD. Mr. White was not able to attend today. I am Laura Bernhard, I represent Mr. White here today. With me is Dr. Bower who has also been scheduled but if we can combine our testimony.

Mr. MEEDS. Very well—I guess if we divide the time equally between the witnesses—you will have 10 minutes, you can divide that into asking questions for 5 minutes or summarizing from your prepared statement—don't take the entire time; save me a little time for questioning if you will.

Without objection your prepared statements will be made a part of the record and you may summarize it here.

[Information referred to follows:]

ALASKA UNORGANIZED BOROUGH SCHOOL DISTRICT,
Anchorage, Alaska, August 4, 1975.

HON. CARL D. PERKINS,
Chairman, Subcommittee on Elementary, Secondary, and Vocational Education, Committee on Education and Labor, House of Representatives, Congress of the United States, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: We appreciate the opportunity to present testimony to your Committee during its August 5th oversight hearings in Anchorage. Alaska is now experiencing great pressures from both internal and external forces. These pressures generally center around some aspect of the unparalleled natural resource base of the state. Involving environmental, social, cultural, economic and political issues, the need for valid data and a broad understanding of the options or alternatives extends from the smallest native village to the nation's capitol.

The greatest difficulty usually experienced in regard to federal legislation and federal aid to education or education related needs centers around a lack of

understanding of the unique circumstances which exist in the State of Alaska. We know that the testimony and the materials offered your committee at these hearings cannot solve the problems but we ask your assistance in carrying to Washington some sense of the urgency seen for prompt and aggressive action.

Because of the shortness of the time available to us for direct contact with the committee we are providing the following detailed materials for your consideration:

1. A prepared statement of testimony.
2. A booklet entitled Alaska: A Challenge in Education.
3. A draft statement on local control.
4. A copy of the Handbook of the Alaska State-Operated School System.
5. A copy of the legislation which abolished the Alaska State-Operated School System.

We hope that the combination of our testimony, the enclosed materials, and your visit to other areas of the State will serve to show the importance of affirmative action on the part of the federal government toward helping solve the problems of education in rural Alaska. We believe there is ample evidence that meeting these needs is in the best interest of the nation as well as of the State of Alaska. The federal government shares this responsibility not only because of its historical relationship to the area but also because of its extensive holdings at the present time. The educational needs of some fifty-one communities are even yet the direct responsibility of the Bureau of Indian Affairs.

We will be pleased to provide any additional information for either your committee or the Congress as a whole.

Sincerely yours,

GEORGE H. WHITE,
District Superintendent
(By Dick H. Bower, Director, Program Services).

PREPARED STATEMENT OF DR. DICK H. BOWER, DIRECTOR, PROGRAM SERVICES,
ALASKA STATE OPERATED SCHOOL SYSTEM, ANCHORAGE, ALASKA

Mr. Chairman, committee members, It gives us great pleasure to have this opportunity to briefly discuss with you some of the educational problems of not only the Alaskan Native population, but also of all citizens of this nation residing in rural Alaska. The number and scope of these problems far exceeds the limits of the time available for testimony. Our testimony is, therefore, limited to the following points which we view as being of the utmost importance:

1. Difficulties Experienced In Responding To Federal Legislation. A case in point—Public Law 92-318, The Emergency School Aid Act. The Act states as its primary objective toward "meeting the special needs incident to the elimination of minority group segregation and discrimination among students and faculty in elementary and secondary schools."

There is no other state in the nation in which the magnitude of the problem exceeds that represented by Alaska. A combination of physical, climatic, geographic, economic and cultural factors combine to create extreme conditions of isolation among most of the schools and communities of rural Alaska. Students in the majority of these schools are totally or substantially Eskimo, Aleut, or Athabaskan. Most of these communities lie in what is referred to as the unorganized portion of Alaska so that there are no local government at entities by which they can control or assume responsibility for their educational or other community needs.

Because the physical uprooting of children from home and community was, and is, not accepted as a viable alternative by this district, by parents, or the community, our Emergency School Aid Act proposal was directed toward accomplishing the stated objectives of the Act through other means. The approaches proposed, through regional and local curriculum, program, and staff development, with optimum involvement of communities and students, would significantly reduce irrelevance and isolation. By involving the one hundred twenty-five advisory school boards and the communities which they serve, local decision making in regard to Alaska's educational future would also have been fostered.

Submitted on February 14, 1975, we received no word until June, and then were advised we had never made it past the "threshold." A subsequent letter registered our formal exception to the nation and posed several questions. The response which we received neither answered the questions nor attempted to

otherwise justify the decision which had been made. Being advised that since the State-Operated School System had been abolished the questions were "moot" simply indicates an insensitivity to basic human needs to which we must respond through whatever governmental mechanisms are available to us.

Copies of basic correspondence on this matter are included as an attachment to this testimony. We still consider this decision arbitrary and its handling, to say the least, inept. We shall continue, through the Region X office and any other recourse available to us, to obtain a more satisfactory solution to this problem. At this point, regardless of the outcome, another educational year in the lives of many isolated Native children shall have slipped away.

2. The Application of Inappropriate Standards, Rules or Regulations. Alaska, using nearly all demographic tools or factors, measures up uniquely. Most federal legislation, or the policies and procedures established for its implementation, establishes some quantitative cut off or entry point for eligibility. The smallness of Alaska's overall population and of its many rural communities usually denies the people access to resources or services well within the spirit of the law. Such action could also possibly avoid a much larger problem when the urban growth, which is occurring in many cases, makes the State or its communities eligible.

A good example of this type problem is represented by difficulties experienced by villages which attempted to obtain assistance from the Department of Housing and Urban Development to meet student and teacher housing needs which have, and will continue to result from new high schools being built in rural communities.

3. The Imposition of Unrealistic or Impossible Time Lines or Schedules. At its best, airmail service to the Alaska's major cities from Washington, D.C. often requires a week or more. Service to many smaller communities may add weeks, or even months, to this process depending upon weather conditions. Many times information included in the Federal Register reaches the local authorities either too late for any response or does not allow for an adequate response.

In any event, failure on the part of administrators or technicians at the federal level to either recognize or compensate for these problems over which Alaska has no control again denies equal treatment under the law to the State's Native population. In all too many cases vital documents, notifications or correspondence is sent by regular mail often making its delivery after the fact.

It appears that there are at least four ways in which difficulties experienced in the past can be overcome. The first, which we see as most desirable, would be a coordinated long range planning effort which would be jointly developed with appropriate federal authorities. This would assure both program, budget, and time elements which could readily respond to either congressional authorization or appropriation. A second, and very important support approach, would be the strengthening of the Regional USOE office in both resources and authority. Though Seattle is still a two hour time differential from most of the State, and requires an expenditure of considerable time and money where travel is concerned, a much closer liaison is possible. The Regional Commissioner, USOE, has proven an interested and supportive advocate in those areas for which he has either direct or indirect responsibility. The strengthening of his role and staff would assure a much more responsive atmosphere at both the federal and local level.

A third answer would be the establishing of greater lead time periods in relationship to federal resources or regulations. This would appear, however, to be difficult if not impossible due to the fact that these are reactions to congressional action. The fourth alternative would be giving special consideration to the unique circumstances which exist in Alaska and adjusting time lines to a more realistic form. An important part of this solution could be an internal adjustment by which communications coming to Alaska would be speeded up to help overcome distance and time factors.

These or other alternatives will gladly be discussed to determine the most effective and equitable solution. We only ask equity, but such equity must consider those transportation and communication factors over which we have no control.

4. Coordination of Federal Funds/Programs. At the present time there are many instances of federal funding for educational purposes of noneducational agencies or organizations. These programs may be carried out in the school building or elsewhere in the community, many times with no knowledge of local school staff or the school board until the program is initiated. Though we par-

ticipate as fully as possible in the A-85 or clearinghouse review process the majority of these programs are not monitored by this system.

Ours is not a plea for total control of education but rather for greater knowledge in regard to who is doing what. There is certainly enough work to go around and others may be able to more effectively do many educational tasks. There is, however, an increasingly limited amount of fiscal and human resources and we cannot afford to dissipate them through duplication of effort or ineffective program liaison.

5. Vocational Education Requirements. The various factors previously discussed are particularly critical in regard to vocational programs in rural Alaska. Certification and excessive cost of programs denies accessibility of any vocational or adult education opportunities to many communities. Though some sources of federal aid in vocational, adult, and vocational-adult-bilingual have existed in the past a combination of circumstances have kept them from finding their way to the Native communities. A concerted effort on this matter is called for. The federally mandated state vocational advisory council may provide the vehicle for this effort. However, to this point in time its efforts or questions in this regard have failed to achieve any significant results.

6. Strengthening Region X's Ability to Work With Alaska. This issue has been spoken to before but we would like to identify it again specifically for your attention. Serving Alaska, Idaho, Oregon and Washington the region encompasses a wide range of Native American cultures and a significant number of individuals. It would seem particularly appropriate that Region X be strengthened in all areas in which federal monies for Native education are either directly or indirectly available.

Mr. Chairman, we thank you again for this opportunity and stand ready to provide further information or direct support of efforts to help solve Alaska's educational problems, particularly those relating to the Native population.

ALASKA STATE OPERATED SCHOOL SYSTEM,
June 16, 1975.

Dr. HERMAN R. GOLDBERG,
Associate Commissioner, Equal Educational Opportunity, U.S. Office of Education, Washington, D.C.

DEAR DR. GOLDBERG: On June 12, 1975 we received a telegram from your office indicating the ineligibility of the request for assistance submitted by this district under provisions of the Emergency School Aid Act.

We wish to take formal exception to two aspects of this decision. The first is in regard to the extensive delay which existed between the date of submission, February 20, 1975 and the first formal or direct notification of any problem with the application, June 12, 1975. Since said notification indicates "threshold" ineligibility, it hardly seems that over one hundred days must elapse before such a preliminary administrative determination should be made. The second exception is based upon whether the application does, or does not constitute a plan, whether under 185.11(a) or (b).

The project was submitted under, and is directed toward, what is clearly stated as the purpose of the law. There is no other school district in the nation which has the range of problems which exist within its service area. There is certainly no other school district whose overall boundaries covers an area nearly one fifth that of the total United States. These and other factors are specifically pointed out within the project application.

In your telegram you refer to the fact that the application did not include evidence of either a court or agency order mandating reduction of isolation or desegregation. There is no such mandate, not because the need does not exist, but, we believe, because the problem is so complex that no single agency or organization has chosen to tackle it. As anticipated by our proposal, however, the Alaskan State Legislature in its just completed session has mandated a division of the Alaska State Operated School System into an undetermined number of separate school districts by June 30, 1976. The funds and procedures represented by the ESAA application could significantly assist in making this an effective reorganization from the standpoint of overcoming minority isolation.

It was our position from the outset that the proposed project fell within the 185.11(b) category. However, as can be readily seen by the geographic isolation

factors present in this district, the physical movement of children to achieve desegregation is unadvisable, if not impossible. Such desegregation, if required, would remove children from home and family during the complete period of such school attendance. At the present time 1473 students are attending boarding schools under the auspices of either the State of Alaska or the Bureau of Indian Affairs. Another 469 children are receiving their education through correspondence study because of their remote location.

The prolonged removal of children from their home and community for schooling purposes has become a highly controversial matter. The present trend and the mandate of the parents and the native community is toward providing as much education in the home community as is financially and functionally possible.

Please refer to page fifteen of the enclosed publication, "Alaska: A Challenge In Education" for an indication of the severity of the isolation that exists. Page thirteen of this same publication indicates the number of languages found in this district. As many of these serve as the primary means of communication the language barrier further contributes to minority isolation.

These and other factors are spoken to in the body of the project submitted. However, it appears that "threshold" action prevents the full understanding of the nature of the project. Action such as this, though possibly justifiable within the letter of the law, is not justifiable within the spirit of the law. A preliminary, administrative finding of ineligibility in this case appears to be a further denial of aid for those to whom the Emergency School Aid Act is directed.

We shall look forward to your early response as to what must be done to achieve a better understanding at your level of the problems which exist at this level. A review of the "Alaska: A Challenge In Education" publication, in its entirety, may start such a process.

Sincerely yours,

GEORGE WHITE,
Acting Superintendent,
(By Dick H. Bower, Director,
Division of Research and Development).

Sincerely yours,

[Telegram]

JUNE 11, 1975.

DAVID LANNIGAN,
Associate Superintendent,
State Operated School System,
Anchorage, Alaska.

We have received your school district's application for assistance under the emergency school aid act and have reviewed the district's compliance with the eligibility requirements contained in the act and the implementing regulations. On the basis of this review, we have determined that your district does not meet the requirements for eligibility, for the reason described below. Your district did not include evidence in its application that it is implementing or would implement a plan pursuant to a court or agency order, or a voluntary plan, for desegregation or the elimination, reduction, or prevention of minority group isolation. Nor did the application indicate that your district would establish or maintain one or more integrated schools. These alternative threshold eligibility requirements are set forth in detail in 45 CFR 185.11 and 185.13(A) of the ESAA regulations, which are based upon section 706(A) of the Act (20 U.S.C. 1605(A)). See particularly 45 CFR 185.11(E) (2) and (3).

Without meeting one of these threshold eligibility requirements, your district is not eligible for the Federal financial assistance sought in its pending ESAA application, and we cannot continue to process that application for funding. Your district may request an opportunity to show cause why the determination of ineligibility should be revoked and its application considered for funding. Such a request should be directed to me within 5 days of the date of this letter at the following address: Room 2001, Federal Office Building No. 6, 400 Maryland Avenue S.W., Washington, D.C. 20202.

If your district requests the opportunity described above, an informal conference with representatives of your district will be held in my office within 7 days of the receipt of the request. It should be emphasized that this letter relates solely to your district's eligibility for ESAA assistance. The establishment of eligibility as a result of an informal conference does not, by itself, ensure that an

application is funded. Funding decisions, of course, are made on the basis of the quality of applications submitted by eligible applicants.

HERMAN R. GOLDBERG,
Associate Commissioner,
Equal Educational Opportunity.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., July 9, 1975.

Mr. GEORGE WHITE,
Acting Superintendent, Alaska State Operated Schools,
Anchorage, Alaska.

DEAR MR. WHITE: Thank you for your letter of June 16 concerning my communication with you about the ineligibility of your proposal for funding under the Emergency School Aid Act of FY '75. The Office for Civil Rights based its finding on the fact that a desegregation plan was not submitted as required in 45 CFR 185.11 of the ESAA regulations. My letter went into much more detail as to the requirements of such plans either ordered by some court or agency which was not applicable in your case or to those plans which may be voluntary. You did not submit a plan or at least the Office for Civil Rights did not deem what you had furnished as adequate under the regulations.

All of this may be moot at this point because as I understand the actions of your State legislature, the State Operated Schools System of Alaska has been "folded in" under the State Department of Education effective the first of July. Please contact Mr. Peter Suazo, Program Manager of EEO in the Regional Office in Seattle who would be able to provide the technical assistance to help your district determine whether it is feasible for your school system to apply for ESAA funds next year.

Thank you for the understanding and consideration of the problems involved. In the upcoming year please feel free to call upon us or staff in Region X for further help: Mr. Peter A. Suazo, U.S. Office of Education, Arcade Plaza Building, Seattle, Washington.

Sincerely,

HERMAN R. GOLDBERG,
Associate Commissioner,
Equal Educational Opportunity.

THE ULTIMATE CHALLENGE FACING THOSE CHARGED WITH ESTABLISHING AND MAINTAINING EFFECTIVE PUBLIC EDUCATIONAL SERVICES IN RURAL ALASKA

(A Working/Reaction Paper Prepared by Dick H. Bower)

I. OVERVIEW

Even in the founding of this nation there was an implied concern for the "local" control of education. It has been said that the U.S. Constitution left the educational powers to the states not through oversight but because of a commitment to local self determination. Counties, Boroughs, Cities, Towns, Districts, and numerous other governmental entities are often referred to as "creatures of the State." They are the direct result of constitutional powers and of enabling legislation enacted by state legislatures. Although their powers and duties are usually spelled out in the statutes by which they are authorized, the ultimate degree of "local control" depends upon both policies established and the rules and regulations by which these policies are implemented. Ultimately the degree by which people think or feel their needs are being met, or that the governmental unit appears to respond to their wishes, is seen as the measure of local control.

In the case of the Alaska State-Operated School System a set of seldom understood circumstances have combined to frustrate or otherwise complicate the ability of the System to respond to local needs. To a large extent the complex and difficult problems being faced by large school districts throughout the nation are compounded in the case of the Alaska State-Operated School System.

With Alaska's statehood came the governmental mechanism by which the state and communities within the state could assume direct jurisdiction over the public schools. For those communities which cannot, or for any reason do not, elect to assume this responsibility, a unique operational system was established at the state level. Operating first under the Commissioner of Education and subsequently as a separate unit of state government, this System serves the "unorganized borough" in a transitional capacity. As communities elect to assume responsibility for their schools, by the governmental mechanisms available to them, they shift from system to local control. A central purpose of the Board and its administrators is to make this a smooth transition, not only from an administrative standpoint, but also from the standpoint of the educational program provided the students and community involved.

This school district encompasses an area one fifth the size of the other contiguous states. It presently includes fifteen administrative regions, eleven rural and four on-base. However, major on-base schools will shift to adjacent borough control under legislation passed by the current legislature. The System has one hundred fifty-one schools; serves one hundred twenty-seven different communities, each with its own advisory school board; and serves people speaking eight languages and numerous dialects. Such a diverse district, both geographically and ethnically, makes effective local control a major challenge.

II. PHYSICAL FACTORS

The word Alaska, the name given our forty-ninth state, is an Aleut term meaning "The Great Land". Through geographically the largest state in the union, covering 586,400 square miles. Alaska has the smallest population, 302,173 persons according to the 1970 census. Alaska's land area is one fifth that of the total of the other forty-nine states. Its coastline of 33,000 miles is greater than that of all other coastal states combined.

It has some of the world's most majestic expansive mountain ranges. Topped by Mount McKinley at 20,320 feet, it has eleven mountain peaks taller than any peak in any of the other states. One half of the world's glaciers are also found in Alaska. Some of these glaciers contribute to the many rivers, ten of which exceed 300 miles in length. Alaska has over three million lakes which exceed twenty acres in size.

As wide and as deep as the contiguous forty-eight states, Alaska contains four time zones. It would have five had not the international dateline been drawn around Alaska to keep the area from having a part of it in tomorrow.

About one-sixth of the population is of native Eskimo or Indian background. With six major languages other than English, and over fifty dialects, many of which are significantly different enough to prevent or inhibit intra-language understanding, communication is extremely difficult. Physical communication lines: radio, telephone, and television, are limited or non-existent in many areas and communities. In others, though present, climatic and other interference factors make them inoperative or undependable for varying lengths of time.

Alaska had 365 million acres of mountains, forest, tundra, and waters. Its towns, villages, seasonal camps, and individual dwellings are scattered throughout the state. In 1970, Alaska had 7,000 miles of road. There has been no significant increase in roads further opening the land or linking communities since. The following table dramatically illustrates the access problem in relation to total land area:

	<i>Acres of land per mile of road</i>
Alaska	52,211.7
Arizona	2,202.7
Idaho	1,357.3
Montana	1,295.4
Colorado	898.5
Wyoming	890.6
California	842.1
Oregon	821.3

Alaska has, therefore, approximately twenty-four times as much acreage per mile of roadway as in the next closest state, Arizona. Many communities depend upon marine and river highways for transportation. Even when in a frozen state, these routes often serve for "overland" travel by snowmobile or other all-

terrain vehicles. Airplanes are the main source of travel, supply, and communication for many communities. All of these transportation means, however, are totally dependent upon weather conditions. For periods of varying length, no transportation is possible to or from many communities. Consequently, mail service, both in availability and dependability, serves Alaska's needs less than those of any other states. During spring and fall freeze-thaw or "breakup" conditions, all forms of transportation become difficult, if not impossible. This includes even foot travel in and around villages.

Weather and seasonal conditions within Alaska range from almost perpetually frozen conditions in the far north to the much more temperate conditions of the southeast. The arctic desert areas receive little precipitation in any form while coastal areas, particularly in southeast Alaska receive rainfall in amounts well over 150 inches per year. Interior Alaska has the greatest range of temperatures, from the plus 90-100 to minus 70-80. Winds take chill factors during minus temperatures to well over 100 degrees below zero.

The physical, climatic, geographic, and cultural elements combine to create extreme conditions of isolation among most of the schools and communities of rural Alaska. Students in the majority of these schools are totally or substantially Eskimo, Aleut, or Athapaskan. Most of these communities lie in what is referred to as the unorganized portion of Alaska so that there are no local governmental entities by which they can control or assume responsibility for their educational or other community needs.

The following resultant conditions should also become a part of the perspective by which the difficulties in establishing effective local control should be judged:

1. There are over eighty (80) one and two teacher schools within the unorganized area of Alaska. Forty of these are one teacher schools in which many of the enrollments range from eight (8) to twenty (20).
2. Nearly 500 children are presently enrolled in correspondence study. The courses and materials used in this program are those produced nationally and have minimum relevance which, when combined with language difficulties, makes this form of education highly unsatisfactory.
3. Vocational, career, and adult education opportunities are either extremely limited, or absent in what could be considered minimum acceptable standards.
4. Fourteen hundred and eighty-two students are currently attending school outside of their home community under the auspices of the Bureau of Indian Affairs (686) or the Alaska State-Operated School System (796). Distances, age, maturity, family, and other factors result in a high dropout rate among these students. Along with other economic, social, educational and cultural factors, the continuation of boarding programs as a general rule appears to be highly unsatisfactory as a means of providing for either a child's elementary or secondary education.
5. Oil exploration and retrieval, in connection with the Trans-Alaska pipeline, has brought money, employment, and development to only a few of the areas of the state. Financial returns through royalties and taxes will not be available for general state distribution for from three to five more years.
6. Land ownership and use within Alaska is still in a state of flux because of vast areas still either in a withdrawn, or contested status. Forty-eight million acres have already been specifically reserved for public use with emphasis on environmental preservation.

III. A DEFINITION OF LOCAL CONTROL

By its very nature the term control has many positive and negative connotations, depending upon the context within which it is used and the means by which the control is exercised. The terms restrain, restrict, regulate, and subjugate are often used in connection with or in place of the word control. A major concern expressed by communities throughout the state has been the apparent lack of responsiveness of the present system to their needs. Unless great care and consideration is given to the more positive aspects of control as it is shifted to other levels the local community may again find that its needs are subjugated and its educational program still restrained, restricted, and regulated to an unacceptable degree.

For the purpose of discussion at this time the following definition of local control is submitted:

Local control is defined as the establishment of formal and informal means by which local communities can achieve the following in connection with their educational program:

1. Assumption of the leadership role in establishing long range direction for their educational program.
2. Definition of the educational program in terms specific enough to determine the following needs: (a) Personnel—quantity, competence, and type; (b) instructional materials and equipment; (c) organizational pattern of the school; and (d) facility and site requirements.
3. Identification of fiscal and other resources available to do the job.
4. Establishing priorities by which the available resources are to be committed.
5. Establishment of a means by which the community will be assured of continuous participation in the decision making processes directly or indirectly affecting their educational program.

This definition needs careful and critical review so that an acceptable statement can become the core of this effort. Without it there is no chance of success and we will be simply directing countless resources and hours to another insignificant exercise. With agreement, however, we may be moving toward what could be the most significant step in Alaska's educational future. The search for effective local control has had no or very limited success in many of the nation's big districts. Why shouldn't the nation's biggest state point the way. An anonymous sage pointed out the need for new approaches when it was said that we did not reach the moon through redesigning the car. Perhaps we need a new look and a new approach to achieving local control.

IV. THE HANDBOOK—A PROMISING STATEMENT

The recently adopted Handbook of the Alaska State-Operated School System speaks both directly and indirectly to local control. The following general and specific references should be carefully and critically reviewed. Do they provide the beginning of the direction needed? What changes, additions and deletions are needed in the Handbook to make it operational for a redefined transitional system?

What the handbook says, or implies

The Mission—Pages 4-7, see especially number 2-4 page 5 and numbers 2, 6, 8, 9 and 10 on page 6.

The Philosophy and Goals of the Board of Directors—Pages 8 and 9, see especially numbers 1, 2, 3 and 6.

Duties of Board Members—See especially number 2 and 3, page 11.

Code of Ethics of Board Members—See especially b, c, d, and e, page 12.

Duties of District Superintendent—See especially the general introductory statement on page 21 and items 1a and b on the same page.

Long-Range Planning for Facilities—See especially number 4 and 5, page 26.

Establishing New Schools—See especially number 2, page 27.

Establishing New Secondary Programs—See especially number 2, page 27.

District Policy Advisory Council—Page 28.

Community Use of School Facilities—Page 30.

Complaints—Page 31.

Length of School Day—Page 32.

School Calendar—Page 32.

Emergency Closing—Page 33.

Intermediate Administration—Page 33.

Levels of Instruction/Grade Groupings—Page 33.

Visitors to the Schools—Page 35.

Naming New Facilities—Page 35.

School Bus—Page 37.

Advisory School Boards—Review in entirety this section from page 38-48. See especially Advisory Board Relationship to the Board of Directors, page 41; Duties of Advisory Board Members, page 42; Advisory Board Policy Development, page 45; and Advisory Board Relationship to Regional Superintendent.

Selection of Regional Superintendents—Page 60.

V. A LOCAL CONTROL TASK FORCE

By action of Mr. George White, Acting Superintendent of the District, a Task Force was formed to establish new direction in the effort to make effective local control a reality. Initial representation to the task force consists of central office personnel bringing perspective concerning: advisory school boards; business services; budget; personnel; research and development; administration; facilities; and legal.

Participation has also been requested from: students; the Office of the Governor; regional superintendents; Alaska Native Foundation; the Alaska Federation of Natives; Bureau of Indian Affairs; the Administrators Association; the Teachers Association; Department of Education; and Department of Community and Regional Affairs.

As other needs are determined the task force will be expanded on either a permanent or ad hoc basis. The first meeting of this group is scheduled for April 24, 1975.

VI. THE PROCESS

In keeping with our basic philosophy that the only effective planning is done with rather than for people the process will be developed by the task force with the broadest involvement possible of other people. The core of the concern, however, is seen as centering at the local level. The formulation of the definition of local control, to include control of what, by whom, will be one step. Directly related to purposes and objectives will be functions. What are those functions which can and should be carried out at the local community level? What functions can and should be carried out at the regional and district level? What number and kinds of resources are needed at each level, beginning at the community, to carry out the function? What functions, both from the standpoint of economy and effectiveness, are best served by consolidation? These and many other questions need to be posed and alternative answers outlined.

On the two pages which follow are found two charts. The first shows the organization of the Alaska State-Operated School System as it has been. To many this has appeared to have been more influenced by sources of money and the three Rs of Regulate, Restrict and Restrain than the support of the educational program in the field. We should view very critically the operation and organizational pattern of the past to determine both its strengths and weaknesses before possibly moving to more wrongs under other names or at other levels. The things which have been right can usually be adapted or adopted under a new system.

The second chart begins to pose the question of what should be. The number of regions or districts there should be is not known. How many schools or communities should be in each of these units. What kinds of functions and how many of what kind of people are needed at various levels? These and other questions need immediate answers, both short and long range. Should there be any other broad purpose for central office than just Liaison and Support? This chart should also be critically reviewed from the standpoint of a starting place, rather than a stopping place.

We welcome you and your thoughts and recommendations to the Challenge of Education in Alaska. Success, like beauty, is in the eyes of the beholder. Establishing local control without local involvement, an agreed definition, and a true commitment to action, stands little chance of success. With each person who actively participates, however, our perspective is broadened by at least two more eyes.

REGIONAL ADMINISTRATOR TRAVEL COSTS

Region	Number of sites	Travel costs 1 visit			Travel cost 2 visits			Travel cost 3 visits		
		Travel	Per diem	Weeks	Travel	Per diem	Weeks	Travel	Per diem	Weeks
Bethel.....	112	1,252	920	3.3	2,508	1,840	7.1	3,756	2,760	11
Fort Yukon.....	7	664	313	1.1	1,328	627	2.2	3,692	2,690	4
Glennallen.....	9	405	240	1.1	810	480	2.2	1,776	720	4
Tanana.....	11	1,373	1,300	3.0	2,746	2,552	12.0	4,119	3,801	15
Northwestern.....	17	4,039	1,626	6.2	8,078	3,252	12.4	12,117	4,878	20
Southwestern.....	24	7,128	1,319	6.4	14,256	2,637	16.0	21,384	5,808	24
Southeastern.....	15	2,112	1,144	6.4	5,952	2,837	13.3	8,928	4,756	21
Lower Yukon.....	15	2,749	1,733	4.2	4,224	2,237	8.4	6,336	3,431	14
Alutian.....	10	2,749	182	3.0	5,498	1,467	6.0	8,247	2,100	9
Deliberately.....	7	352	313	1.1	704	364	1.3	1,056	546	3
Deliberately.....	6	237	0	0	474	627	2.2	1,711	940	4
Annette.....	2	2	0	0	4	0	0	6	0	0
Subtotal.....	132	23,289	10,126	39.8	46,582	20,754	81.1	69,867	30,380	129
Total.....		33,415			66,836			100,247		

¹ Includes new secondary sites adjacent to BIA facilities.

NOTES

- (a) Data reflected is only site travel and does not include trips outside of the region.
 (b) 2 visits per year must be made whenever a nontenured teacher is in residence for evaluation purposes.

(c) 2 visits per year must be made if the head teacher does not have an administrative credential.
 (d) Data is taken from 1974 cost analysis and has been factored by 10 percent for fiscal year 1976 considering national inflation increases.

(e) Chart data is reflected in 3 components i.e., travel and per diem costs plus time in terms of weeks in the field.

(f) Major blocks indicated could be considered as 1 visit an (absolute requirement), 2 visits per statute or regulation where applicable, and 3 visits as optimum.

Dr. BOWER. Thank you, Mr. Chairman—we have prepared both a letter to you covering the kinds of materials with which we'd like to back up our short testimony, as well as a copy of our prepared testimony. So if we may, rather than go through it verbatim we will probably cut down several aspects of it and try to keep within the time limits.

Let me indicate to you that we are providing not only the prepared testimony but a booklet entitled "Alaska—A Challenge in Education" which we have developed because of the extreme difficulty in communicating in many instances not only to people at the national level but in some cases even here in Alaska, with the great differential that exists between many of our Alaskan communities. So we have included a copy of this for your information.

We have a draft statement on local control—perhaps what has occurred over the last few months, and particularly to the Alaska State Operated School System is due to a large extent to the extreme concern by Alaskan communities, both rural and by Alaska standards "urban" that are served by the Alaska State Operated School System.

So it was a deep concern for local control that brought about action by the legislature this last year by which the Alaska State Operated School System no longer exists.

We have also included for you a copy of a handbook developed over the last several years but only published last spring, by which an attempt was made to show that gradually we should move as rapidly as it was feasible to a greater degree of local control of the schools of the State.

Now as we're talking about rural Alaska, and of course that relates directly to native or Indian education. Let me at this point state that in the testimony, prepared testimony you have in front of you I make reference to Aleut, to Athabaskan and Upik—Eskimo—pardon me. Let me state that where I said "Athabaskan" I should have said "Indian" because of course we have far more Indians than just Athabaskan—so please make that correction, that was an error on my part as I put this together.

Mr. MEEDS. Us Tlinglits took note of that.

Dr. BOWER. We also have included a copy of the legislation for you in case you did not have it, by which the Alaska State Operated School System was abolished.

In terms of the testimony I would like to just very briefly indicate some of the major areas that we would like to solicit your assistance or your understanding on. First of all I think with the difficulties we have in responding to Federal legislation—and I use as an example your Public Law 92-318, the Emergency School Aid Act. It seemed as if in reading this it had been written for Alaska—because we had, in just about every instance, very extreme examples of cultural, racial, or minority isolation. Now it occurs in Alaska for a different reason—and we believe that in simply moving youngsters from a community that was isolated into some urban setting for their education is not the answer. I think both the Bureau of Indian Affairs as well as other State agencies here within the State will readily point to the fact that it has taken several years to move back from that position to one of being able to provide better education in the remote communities.

So this was the basis and the major thrust for the proposal that was submitted.

We have indicated to you here that although this was submitted on February 14, 1975, we did not receive any response or indication until the first week in June that nothing was going to occur and then we were told that our proposal had not even entered the threshold and had not even been read in terms of any of its qualitative content. We were told then that the Office of Civil Rights had said that because we did not have on file an acceptable, valid, or any desegregation plan for the Alaska State Operated School System that it would not even be considered.

Now our rebuttal to that and the response we got later are included here for you to read. However, we were very disappointed that the reaction we got was that inasmuch as the State operated school system no longer existed they considered it a moot point and better luck next year. We do not think that was the kind of response that this situation deserves.

Mr. MEEDS. If I may just throw a word in here—your chagrin at the funding operation of that law is totally well founded but it is not a good illustration because it happened to almost everybody else, too. That law was never really intended to be administered the way it sounded. It was a sop in many instances to the problems that were being had in civil rights at the time.

Dr. BOWER. Well, we appreciate that Mr. Chairman—and perhaps even had we received that kind of response other than the one we got we might have felt a little differently about it.

We also would have felt a little differently had we gotten that kind of response even 30 days after submission but to receive it about 4 hours before the cutoff date was—

Mr. MEEDS. I agree wholeheartedly!

Dr. BOWER. Alright, we will not dwell any further on that.

The second item we wanted to mention is the application of inappropriate standards, rules or regulations. Alaska, no matter how we try to measure, usually is atypical and so consequently in the majority of cases we find that quantitative cutoff points or other kinds of standards that are applied leave Alaska out and in particular, rural Alaska. The size of the communities involved, the numbers, do not permit Alaska to play the quantitative game very well but the needs are very critical and we believe that in many cases those needs are directly related to the letter and the intent of the law. But it is true that by procedures, guidelines, and other things that are established, we believe that the Alaska rural communities, which are predominantly Native, are left out.

A third area we wish to raise is the position of what I think we could consider unrealistic or impossible time lines or schedules. We have found that in the past even air mail service at its best will sometimes not permit us to receive something in Anchorage or the urban areas of Alaska in less than 1 week from Washington, D.C. Now if that is compounded by perhaps delay in getting these things out and in some instances we have found major important documents or items have been sent, not by air mail, but by surface mail and it may take weeks before it reaches here.

As I have indicated, in some instances, depending upon climatic conditions or the weather, it can take a month for something to get from here out into the bush or rural Alaska. So, consequently, we seem to find that time and time again, by the time we are aware of something it is already after the fact.

We indicate in our testimony here a couple of ways we think it can be overcome—I will not dwell on that.

The fourth is coordination of Federal funds and programs. At the present time there are many sources of funds for education, I should say for educational purposes, that are being requested and received by various agencies and organizations—some other than those typical in the education business. It would appear at the present time that failure for many of us to be aware of what the other one is doing creates considerable duplication and dissipation of an all too small source of educational dollars.

So we are hoping, and as we have indicated there, there needs to be some way by which that can be overcome and probably unless it's built into legislation for those laws to provide the funds it may be difficult for us to accomplish at this end.

Fifth—does speak to vocational requirements and I have included that specifically here because I do serve on the State advisory committee for vocational education—and I'll be very frank with you, we have been extremely frustrated by our inability to identify programs and bring resources and procedures to bear upon the vocational needs of rural Alaska. These programs of course are costly and they are extremely difficult to deliver in a remote setting with very limited staff.

So, I would like to at least bring that to your attention, because that is a major area of concern.

Our sixth would be our indication to you that we would like to see a strengthening of region 10's ability to assist us. We have gotten very good support from them in the last several years during my experience here. We think they are a vital link between us and the CETA Federal Government in Washington, D.C. Had they either the authority or a role and personnel to be able to assist us (even though they are only 2 hours away in terms of time differential) we know it makes a big difference in attempting to deal with them and having to deal direct with Washington.

Thank you, Mr. Chairman, those are my comments.

Mr. MEEDS. Thank you. I have one question—or maybe a suggestion. Your point No. 5 with regard to vocational education has been made before to us and it appears to be very valid. Have you considered the possibility that the new regional high school concept might lend itself pretty well to accelerated efforts in vocational education?

Dr. BOWER. Yes, sir, we have; and we see that as occurring in several ways. There is a new high school being constructed at Tuksuk Bay on Nelson Island—that falls within the Bethel region; there also are three other high schools under construction, several of which should begin programs this year. Now, again, we recognize that it is not possible to duplicate all vocational needs in each site—and so we really believe that it is going to take a statewide individual counseling program because a youngster that wants fisheries may need to go where there is a stronger fishery program—and the same thing might be true of the

other areas. So we have recognized that and will try to build it in to what new schools will be implemented this year.

Mr. MEEDS. The gentleman from Oklahoma.

Mr. RISENHOOVER. I have no question—I am presently going over the testimony and am very much impressed.

Mr. MEEDS. The gentleman from Iowa.

Mr. BLOUIN. I just have one question. Is there any effort being made to try to develop some kind of vocational training in regard to the North Slope situation so that the Alaskan Natives are vocationally equipped to get jobs that are generally now, as I understand it, being given to non-Alaskan residents—noncitizens of Alaska. In other words, is there any effort to gear your program on the State level.

Dr. BOWER. Yes, sir; there have been some efforts in that direction. The manpower coordinator for CETA at the State level has worked rather closely with some school districts in doing that. However, and I'd like to take this opportunity to make another point—we did find even a little over a year ago that for instance on Thorn Bay, which is one of the largest logging camps in North America located down on Prince of Wales Island, out of Juneau, we found that here was an indication and an attempt to introduce welding into that high school as one of the things that was of highest priority to those youngsters so they could go to work on the pipeline some 1,000, 1,500 miles away—when here was the largest tempered rain forest logging activity in the United States. And as important as lumber and lumber products were to us, the community was really somewhat incensed as to what our priorities would be when we were taking that approach.

Mr. BLOUIN. It's my understanding that the thrust of vocational education is supposed to be based on the local labor market's needs in given areas—so I'd agree that they had good reason in that particular part of the State to be incensed by that kind of a requirement. What about more in the area where the need for welders is, are there any efforts specifically being made to train Native Alaskans so that they can get a share of the jobs that are being available as the result of that pipeline?

Dr. BOWER. Yes sir, I'd like to make a short response and then I'd like to ask Laurie Bernhard to respond to that. May I say that in the case of our Glenallen high school which is located within the pipeline corridor they have some vocational programs there that directly or indirectly relate to pipeline activities. There is also I believe similar activity going on in Fairbanks which you will find when you get there and talk with them.

One of the problems again is based on just the sheer geographic facts in Alaska because so many of our Native populations are not found in close proximity to where they really wish to move and up-route for that distance.

Mr. BLOUIN. Are you saying the interest isn't there for those jobs among Native Alaskans?

Dr. BOWER. Let me ask Miss Bernhard to respond to that

Ms. BERNHARD. Now if you will—

Mr. BLOUIN [continuing]. My last question was—I get the impression from Dr. Bower that it's his impression that the interest among Native Alaskans to be trained for jobs on the pipeline just isn't there

therefore there is no need to defray a vocational program that would direct itself along those lines—maybe I'm misunderstanding it.

Ms. BERNHARD. I'm not going to speak for Dr. Bower here but there is a great deal of interest on the part of our Native people in obtaining jobs and perhaps for some of them to enter this economy which we have going right now which is primarily in development of the pipeline.

I think before we get to the level we're at right now we should look at the school system, the facilities that we have, which would be the ideal places to start vocational training. In many of our villages throughout the State and in our particular school system we have over 125 schools, we do not have facilities nor in some instances even the buildings to provide a good education of any kind. I am sure there are some of you here that are aware we have students going to school in a room that's about 10-by-12 feet—they do not have books, they do not have desks, they do not have any of what you would call the primary tools in education. Even before we can address something as "sophisticated" as vocational education, we need to first look at those facilities that are providing basic education to our students.

Perhaps after we have resolved that throughout the State then we can look at some of these programs. I realize how important it is for a student to be learning the vocational aspects of what is going to be their future—but we have many other problems I think that are related and one of them I have mentioned, that's providing basic education to these students.

The Bureau of Indian Affairs has a very excellent setup for vocational training at Mount Edgecumbe and the Bureau has indicated that they would be willing to share that educational facility with some of our students in the rural areas.

Outside of that I don't know of any strong vocational training that goes on in the rural areas. We have a tool skill center which is run by the State setup.

Mr. MEEDS. Thank you—we appreciate this.

Dr. BOWER. Mr. Chairman, could I please for the record clarify (I hope) or restate my earlier statement. I did not mean to indicate that there is no interest on the part of the Native community or Native population in training for jobs connected with the pipeline but I did mean that in many instances there are a lot of things they must weigh, both in terms of that kind of training plus what it would mean to them both in short- and long-range requirements, and that becomes a very important factor because of the seasonal nature of their subsistence and their existence in many of the rural communities it may mean that they are losing more than they are gaining perhaps by going to a less than permanent type employment on the pipeline. Pipeline employment is still generally handled by the unions in terms of employment.

Mr. MEEDS. The gentleman from Illinois.

Mr. HALL. Dr. Bower, would you speak for a moment to the degree of cooperation you feel you're getting from the Labor Department on the CETA Program?

Dr. BOWER. I have not been directly involved to any extent on CETA but what contact I've had with the Commissioner's office those people that have been working with CETA there—I believe there are a fairly

substantial number of CETA programs in operation. I believe that CETA—the concept and the program could be very important to us in helping to further meet this vocational need.

Mr. HALL. Thank you, Dr. Bower.

Mr. MEEDS. Thank you very much Ms. Bernhard and Dr. Bower.

Our next witness is Mrs. Edna Lamebull, acting director, Indian Education Act program, Anchorage.

STATEMENT OF EDNA LAMEBULL, ACTING DIRECTOR, INDIAN EDUCATION ACT PROGRAM, ACCOMPANIED BY ROY FAY, DIRECTOR, SPECIAL SERVICES, ANCHORAGE, ALASKA

My name is Roy Fay, I am director of Special Services, Anchorage.

Mr. MEEDS. Are you testifying on behalf of Mrs. Lamebull?

Mr. FAY. Well, I think perhaps we were not prepared for direct testimony—if you would like information concerning the program we are prepared for that.

Mr. MEEDS. Well, why don't you proceed and we'll ask you questions if we feel we need to. Or, perhaps I'll start by asking you a question first: What are you doing about Indian education in the Anchorage area—the Indian Education Act?

Mr. FAY. Mrs. Lamebull will answer that one.

Mrs. LAMEBULL. As acting director for the Indian ed program here for the Anchorage Borough School District—for the past year I've held the position of curriculum development specialist. That position was one of the most—I was on the Advisory Committee—it was one of the most important components of the Indian ed program.

The Indian ed program came into the district because of funds from the Federal act and one of the strong goals of the parent committee is to try to get the school district to incorporate some of those programs that the Federal Government is now funding and one way of doing that is to provide some sort of culturally relevant curriculum materials for the teachers within the district and that was one of my goals for the position of curriculum development specialist. If we can provide materials into the district and get them incorporated into the regular school curriculum then the district would be able to offer more culturally relevant classes, teachers who are more understanding and more aware of the needs of the Natives.

Other programs that we offer include courses in Native culture, Native literature, land claims for high school students—and we offer tutors in the elementary schools for those Native students who need more help than they are currently getting in their classroom situation. We have tutors and counselors who work basically with high school students or in families that are having problems that are affecting their regular academic work.

We offer exposure to the Native culture by offering—we have people—two teachers who meet them in their classrooms when they are for example having a unit on Tlinglit culture or on other culture—we have people go into the classrooms to demonstrate various aspects of that culture so that all the students will be able to gain some sort of firsthand experience and exposure to their Native culture.

I think that one of the problems we're having here is trying to get the administration and the Native people together to talk about mutual

concerns and try to bring about some sort of understanding about what the basic needs are for Native people. When we can get those people together to talk about their problems then I think we can start helping them.

Mr. HALL. May I interrupt here?

Mr. MEEDS. Yes.

Mr. HALL. Can you tell us why you consider this to be such a problem?

Mrs. LAMEBULL. I think this is a problem all over the country. The Native people all over the country have never been in any sort of a power position or have never had a personal say in things that affect their lives and as a consequence have been suspicious and are suspicious of people who do have that power to say what's going to happen to their lives and the lives of their children.

There have been in places I've worked and places I've been there have been attempts made to try to bring the Native people and the powers that be together but these efforts have failed in some instances and people have become even more suspicious and more withdrawn. I think that may have happened in this area, too.

Mr. HALL. You mean one level of administration or several levels? Are you speaking about school administration now?

Mrs. LAMEBULL. Because that's what I'm involved in, yes, but I think that happens at all different levels. And I think that when the people get together and they can talk about mutual problems then they can probably start solving them—but there's that level of suspicion on both sides whether by—it's hard to start talking when you don't trust somebody you can't talk your problems out on a truthful level. So it takes time to get that trust and that feeling that we're all working for the same thing.

Mr. MEEDS. How much did the Anchorage School District receive under the Indian Education Act in the last year?

Mrs. LAMEBULL. A little over \$500,000.

Mr. MEEDS. Five hundred thousand.

Mrs. LAMEBULL. Five forty-something.

Mr. MEEDS. What kinds of programs did you spend that money on?

Mrs. LAMEBULL. Those things that I talked about—the community counselors—

Mr. MEEDS. About how much of it went for the community counselors?

Mrs. LAMEBULL. We have five community counselors in the school—in this district—that would be I'd say a little less than \$100,000.

Mr. MEEDS. OK, and what else?

Mrs. LAMEBULL. Three teachers who taught within the school district, taught Native land claims, Native cultures, and their salaries I'd say was better than \$50,000.

Mr. MEEDS. Anything else?

Mrs. LAMEBULL. Special project tutors who worked within the 10 elementary schools that had the most number of Native students and the Native hospitals—they work 6 hours a day tutoring young Native children in various Indian cultures—those who needed help.

Mr. MEEDS. Only young Native children?

Mr. MEEDS. Do you think any of the Johnson-O'Malley funds program benefit students other than Native students?

Mrs. LAMEBULL. Excuse me, it's not Johnson-O'Malley funds, it's Indian education funds.

Mr. MEEDS. But I'm still asking you the same question——

Mrs. LAMEBULL. When we have Native resource people going into the classroom she'd talk to all the students in the classroom.

Mr. MEEDS. Can you give me an example of that?

Mrs. LAMEBULL. OK, let's say you're a teacher here in the District and you're doing a unit of the Eskimos in the Bethel area—you call our office and say "I'd like to have someone come in to demonstrate some of the art work that the people in the Bethel area are doing"—so we'll find somebody who can do that and send them out there.

Mr. MEEDS. Any other kinds of programs where the beneficiaries are other than Native children?

Mrs. LAMEBULL. None that I can recall.

Mr. MEEDS. The gentleman from Oklahoma.

Mr. RISENHOOVER. No questions.

Mr. MEEDS. Gentleman from Iowa.

Mr. BLOUIN. If possible Mr. Chairman I'd like to continue the breakdown of how that money was spent. You mentioned—you started on the 11 tutors, do you have a ball park figure on the cost of that?

Mrs. LAMEBULL. It would be for salaries and training materials.

Mr. BLOUIN. How much?

Mrs. LAMEBULL. \$80,000.

Mr. BLOUIN. \$80,000—can you think of anything other—that's about half of the money, a little less.

Mrs. LAMEBULL. We offered a summer camping program this year from the funds that we had——

Mr. BLOUIN. How much?

Mrs. LAMEBULL. That was about \$50,000.

Mr. BLOUIN. If surplus funds—do you think the program is being over-funded or do you feel you haven't had time to get into gear and get moving on it or what?

Mrs. LAMEBULL. I think the way the program is funded when we don't hear until end of June or first part of July you can't get things going, you can't make commitments to people about positions or anything like that it hampers the program.

Mr. BLOUIN. Do you think the moneys are coming through too late to be of value in the immediate school year?

Mrs. LAMEBULL. Definitely. One of the programs that we couldn't run this past year was the land claims course we wanted to offer—the first land claims course in the high school.

Mr. BLOUIN. Maybe you could carry this thing one step further and start with—your talking about new programs that you intend to kick in to this coming school year out of the funds you know are available.

Mrs. LAMEBULL. The funds we will have available this year will be a decrease of about \$100,000.

Mr. BLOUIN. It's about \$400,000 this year.

Mrs. LAMEBULL. \$406,000, as opposed to \$540,000. So I don't know if there are going to be any new programs or not.

Mr. BLOUIN. So this list you've given us of ongoing programs isn't complete, there are other things?

Mrs. LAMEBULL. There are other things, right.

Mr. MEEDS. Will the gentleman yield for a question?

Mr. BLOUIN. Sure.

Mr. MEEDS. Do you expect any kind of a carryover in funds?

Mrs. LAMEBULL. Yes.

Mr. MEEDS. How much?

Mrs. LAMEBULL. \$70,000.

Mr. MEEDS. That's still only \$350,000.

Mr. BLOUIN. About \$200,000 a month. Could you for the record supply this committee with your present budget breakdown for that 540-something? I think it would be very helpful if we could keep the record open, Mr. Chairman, until we receive that and make it part of the record.

Mr. MEEDS. Yes, without objection, when it is received it will be made part of the record at the end of your testimony.

Mr. BLOUIN. Thank you.

Mr. MEEDS. Any further questions? [No response.] Thank you both very much.

[Budget breakdown submitted by Mrs. Lamebull follows:]

ANCHORAGE SCHOOL DISTRICT,
Anchorage, Alaska, November 19, 1975.

HON. CARL D. PERKINS,
House of Representatives, Rayburn House Office Building, Washington, D.C.

SIR: Please find enclosed a copy of our budget breakdown for academic year 74-75 as per your request. I trust that this is the information you need for the records.

If I can be of further assistance, please do not hesitate to ask.

Sincerely,

EDNA LAMEBULL,
Director, Indian Education Act.

TITLE IV—INDIAN EDUCATION ACT PROJECT—02-000-242-251—FISCAL YEAR 1974-75

Line item	Budget	Balance	Description
117.....	23,570.00	—282.78	Program directory.
118.....	19,532.83	1,265.28	Other professional. Kelly.
119.....	119,225.00	1,904.96	Technical, counselors and tutors.
121.....	13,200.00	9,833.78	Special project tutors, secondary classified 9 mo.
120.....	29,600.00	2,791.38	Clerical.
126.....	32,157.67	—2,437.98	Consultants Lamebull, Tetpon.
135.....	1,397.15	96.28	Added days.
136.....	30,249.94	1,795.25	Special teachers.
137.....	2,500.00	240.00	Substitute teachers.
200.....	58,416.58	30,716.31	Fixed charges with accrued leave.
303.....	100,208.63	24,016.96	Contracted services.
311.....	6,229.97	421.27	Field trips.
313.....	9,766.94	—1.03	Activity trips.
343.....	3,200.00	199.58	In district mileage.
360.....	2,000.00	245.38	Out of district travel.
401.....	750.00	27.60	Supplies and materials, community counselors.
404.....	6,500.00	—2,214.23	Teaching supplies.
439.....	4,848.00	1,430.52	Miscellaneous.
544.....	2,750.00	—346.17	Equipment.
Total.....	466,102.71	69,702.37	

INDIAN EDUCATION ACT—SUMMER ENRICHMENT PROGRAM—02-000-242-252, AS OF OCT. 31, 1975

Line item	Budget	Balance	Description
121.....	\$12,368	\$3,109.19	Camp director, \$46 per day for 32 days; academic tutors, 4; counselors, (8 times \$40 per day for 28 days equals \$3,960; 8 times \$40 per day for 4 days equals \$1,280).
200.....	3,732	3,732.00	Fringe benefits.
303.....	32,020	10,087.00	Contractual.
311.....	1,200	1,200.00	Field trips.
312.....	760	760.00	Transportation.
544.....	1,747	1,747.00	Equipment.
Total.....	51,827	20,635.19	

Mr. MEEDS. Our next witness is Ms. June Nelson, education program director, Mauneluk Association, Kotzebue.

[Ms. Nelson not present—not yet arrived.]

Mr. MEEDS. OK, next is Mr. Elmer Ipalook from Tok, Alaska.

STATEMENT OF ELMER IPALOOK, STATEWIDE CHAIRMAN, STATE-OPERATED SCHOOL SYSTEM, TOK, ALASKA, ACCOMPANIED BY NETTIE PERATROVICH, ALASKA UNORGANIZED BOROUGH SCHOOL DISTRICT, ANCHORAGE, ALASKA

Mr. IPALOOK. Mr. Chairman, I have no prepared testimony—however, I am statewide chairman for the state-operated school system—which is now the Alaska Unorganized Borough School District, Nettie will speak for me.

Mr. MEEDS. Nettie, are you going to testify for Tok and also on your own behalf—I'll give you 20 minutes if you want it.

Ms. PERATROVICH. Mr. Chairman, Elmer Ipalook is our statewide chairman for the state-operated school system which is now the Alaska Unorganized Borough School District—at least the Alaska Legislature gave us that name.

My name is Nettie Peratrovich.

We have the largest grant awarded under title IV part A of the Indian Education Act in the Nation. The 5,595 Alaska Native students we serve through this program are located from Metlakatla to Arctic Village, over to Wales, through the Aleutian chain and all other unorganized boroughs in the State. The Alaska Unorganized Borough School District, formerly the Alaska State-operated School System, is now in the process of regionalizing. The present system is being administered here in Anchorage. These regions are served by regional superintendents. This program had seven field coordinators in the regions last year.

The Indian Education program at AUBSD serves all Alaska Native students in the Alaska school district—including American Indian students and Natives on military base schools. After administrative costs are subtracted from the total grant award, the rest is divided up on a per capita basis. Each school—117—will then be notified how much money the parent committee will have to plan with—this year we have \$85 as compared with \$130 last year per Native student in the school. The larger schools such as those in the city of Bethel received over \$90,000 last year. Last year our grant award was \$1,121,000 so

each small rural school received a base grant of \$2,000 to have a program, if there were less than 12 Native students.

The small base grant of \$2,000 made it possible for even our smallest, poorest and most isolated of schools to receive this amount to have a program. Although it seems most fair that all students should share equally, there are other considerations both the district and parent committees took into account. Our larger schools such as Metlakatla—over 300 students—Tanana and Bethel are modern, well-equipped schools. Our smaller, more remote village schools are the exception when a final facility is found.

Our IEA field coordinators work with all the communities in their respective regions. Those regions not having a field coordinator are served by an at-large coordinator as well as the central office staff.

This year we have had to cut a coordinator's position due to a \$285,000 cut in our grant award.

The Indian Education Act program has made many contributions to our farflung schools. In the Glennallen region—7 schools—ice hockey rinks were built last year, this year they purchased other P.E. equipment such as wrestling mats. In the Tanana region almost all of the parent committees have decided to have bilingual and bicultural programs. Over 80 schools in the district now have VTR's where none existed before. In many communities these serve as entertainment in the evening for everyone as well as an educational media instrument during the regular classroom hours. Last year over 30 schools built play decks or a play area to keep the children out of the mud that is often over a foot deep around the schools in the spring. Two schools purchased chemical toilets as the only other working toilet was an outhouse and located 200 feet from the school. Needless to say, the parent committee not being happy about having their children go out in 40- and 50-degree below zero weather to go, used their money wisely. Where some schools are inundated with all kinds of equipment and supplies most of our smaller schools face a lack of even the basic things. There are some schools without adequate books and not any, but the larger schools have specialized reading programs.

More and more we are hearing that field trips are being discouraged in the title IV, part A program at the national level. The parent committee feels, and we share their concerns, that field trips should not be prohibited. Our isolated students see very little outside their villages and fish camps. It is very difficult to teach our rural students to read from books that depict cars, highways, stop lights, and signs and never have they even seen these things—which of course handicaps them in the classroom.

Our pre and post testing on Iowa basis tests reveal that our students show remarkable grade increases after being exposed to the city contraptions they have only seen before in books.

There are continuing rumors that the Indian Education Act will come under the Indian Self-Determination Act. This program has been successful in involving the parents of our students in their school program. The Indian Self-Determination Act was written for reservation Indians. I personally feel that this would be a step backwards for us in Alaska in this particular program. Why should we not be contracting for those services that Americans enjoy, such as the right to a free public education. True, in Alaska we are millions of dollars away from

an adequate high school program for all rural Alaska students but we've come a long way in the past 3 years. Do not straddle us with the bonds of contracting and all the redtape.

Where we would use better guidelines, better Federal guidelines in this program is in the area of hiring. The guidelines only state that persons hired through this program will utilize the best available talents and resources—including persons from the Indian community—and will substantially increase the educational opportunities of Indian children in the area to be served by the applicant. The parent committee would like stronger language—in order to hire through Native preference procedures.

[Table inserted by Nettie Peratrovich follows:]

ALASKA UNORGANIZED BOROUGH SCHOOL DISTRICT, FISCAL YEAR 1975

Educational Service Area—Site	Location code	
	Previous	New
Northwest:		
Ambler.....	035007	001
Buckland.....	118007	002
Deering.....	232007	003
Kiana (Elem.).....	454007	004
Kiana (H.S.).....	454007	005
Kivalina.....	469007	006
Kobuk.....	478007	007
Noatak (Elem.).....	608007	008
Noatak (H.S.).....	608007	010
Noorvik.....	616007	011
Shungnak.....	811007	012
Selawik.....	784007	013
Reg. Supt.....	610507	049
Bering Strait:		
Beltz, Wm. E.....	611022	050
Council.....	208007	051
Gambell.....		052
Koyuk.....	499007	053
Savoonga.....		054
Shishmaref.....	808007	055
Teller.....	889007	056
Unalakleet.....		057
Wales.....	846007	058
White Mountain.....	952007	060
Reg. Supt.....	610507	099
Lower Yukon:		
Alakanuk.....	022008	100
Alakanuk (H.S.).....	022008	101
Emmonak.....	272008	102
Emmonak (H.S.).....	272008	103
Fortuna Lodge.....	319014	104
Mountain Village.....	577008	105
Mountain Village (H.S.).....	577008	106
Pitka's Point.....	679014	107
Russian Mission.....	751014	108
Reg. Supt.....	052514	149
Lower Kuskokwim:		
Akiak.....	016008	150
Atmautluak.....	068008	151
Bethel Primary.....	097008	152
Bethel Elem.....	097008	153
Bethel Middle.....	097008	154
Bethel H.S.....	097008	155
Kipnuk.....		156
Kongiganek.....	492008	157
Platinum.....	682019	158
Toksook Bay.....		160
Reg. Supt.....		199
Upper Kuskokwim:		
Aniak.....	052014	200
Aniak High.....	052014	201
Chuathbaluk.....	178014	202
Crooked Creek.....	214014	203
Lime Village.....	528014	204
Red Devil.....	775014	205
Sleetmute.....	820014	206
Stoney River.....	844014	207
Telida.....	896014	208
Reg. Supt.....		249

ALASKA UNORGANIZED BOROUGH SCHOOL DISTRICT, FISCAL YEAR 1976—Continued

Educational Service Area—Site	Location code	
	Previous	New
Bristol Bay:	028019	250
Aleknagik	166019	251
Chignik	169019	252
Chignik Lagoon	171019	253
Chignik Lake	190019	254
Clark's Point	262019	255
Egegik	268019	256
Ekwok	405019	257
Igiugig	411019	258
Ivanof Bay	487019	260
Kokhanok	491019	261
Koliganek	526019	262
Levelok	536019	263
Manokotak	592019	264
Niwahiten	597019	265
New Stuyahok	613019	266
Nondalton	029019	267
N. Aleknagik	655019	268
Pedro Bay	661019	270
Perryville	676019	271
Pilot Point	639019	272
Portage Creek	727019	273
Port Heiden	898019	274
Togiak	917019	275
Twin Hills		299
Reg. Supt.		
Aleutians:	019013	301
Akutan	067013	302
Atka	088013	303
Belkofski	191013	304
Cold Bay	301013	305
False Pass	587013	306
Nelson Lagoon	601013	307
Nikolski	754016	308
St. George	769016	310
St. Paul	778013	311
Sand Point	191513	349
Reg. Supt.		
Yukon-Kuskokwim:	061014	350
Anvik	376014	351
Holy Cross	544014	352
McGrath	598014	353
Nikolai	859014	354
Takotna		399
Reg. Supt.		
Middle Yukon:	034020	400
Allakaket	100020	401
Bettles	394020	402
Hughes	397020	403
Huslia	424020	404
Kaltag	502020	405
Koyukuk	535020	406
Manley	565020	407
Minto	628020	408
Nulato	748020	410
Ruby	874020	411
Tanana		449
Reg. Supt.		
Upper Yukon:	064010	450
Arctic Village	108010	451
Birch Creek	140010	452
Chalkyitsik	184010	453
Circle	253009	454
Eagle	322010	455
Fort Yukon	742010	456
Rampart	841010	457
Stevens Village		499
Reg. Supt.		
Upper Railbelt:	044005	500
Anderson	116005	501
Brown's Court	124005	502
Cantwell	367005	503
Tri-Valley		549
Reg. Supt.		
Upper Tanana:	233009	550
Delta Junction	247009	551
Dot Lake	310009	552
Fort Greely	622009	553
Northway	901009	554
Tok	871009	555
Tanacross		569
Reg. Supt.		

ALASKA UNORGANIZED BOROUGH SCHOOL DISTRICT, FISCAL YEAR 1976—Continued

Educational Service Area—Site	Location code	
	Previous	New
Copper River:		
Chistochina.....	172011	570
Copper Center.....	202011	571
Gakona.....	328011	572
Glennallen.....	340011	573
Kenny Lake.....	448011	574
Kenny Lake H.S.....	448001	575
Mentasta.....	556009	576
Paxson.....	653011	577
Reg. Supt.....		599
Metlakatla:		
Annette.....	058006	600
Metlakatla.....	562006	601
Metlakatla H. S.....	562006	602
Reg. Supt.....		619
Prince of Wales:		
Cape Pole.....	133018	620
Colfman Cove.....	192018	621
El Capitan.....	269018	622
Gildersleeve.....	335018	623
Kasaan (New).....	439018	624
Naukat Bay.....	580018	625
Port Alice.....	710018	626
Shakan Bay (Closed).....	798018	627
Thorne Bay.....	894018	628
Thorne Island.....	895018	630
Tuxekan.....	915018	631
Whale Pass.....	950018	632
Reg. Supt.....		649
Other:		
Angoon.....	049018	660
Elfin Cove.....	271018	661
Gustavus.....	355018	662
Roosevelt Harbor.....	848018	663
Rowan Bay.....	747018	664
St. John's Harbor.....	758018	665
Reg. Supt.....		699
Adak Naval Station:		
Adak Elem.....	004013	650
Adak (H.S.).....	004013	651
Reg. Supt.....	191513	659

Mr. MEEDS. Nettie, could you describe for us the change that took place in I think the last 2 years in Alaska when they changed over—was it the unorganized borough system State operated schools—what was it?

Ms. PERATROVICH. No; we just changed over this spring.

Mr. MEEDS. What was it before?

Ms. PERATROVICH. The Alaska State Operated School System.

Mr. MEEDS. Now you changed from that to the unorganized borough school system; is that right?

Ms. PERATROVICH. Right.

Mr. MEEDS. OK, can you tell me why and what kind of change was made.

Ms. PERATROVICH. The parent committee asked for more local control, the advisory school boards and Native leaders responding to their request for more local controls at the schools.

Mr. MEEDS. So really what the names of both implied is what happened—you went from a centralized statewide school system to a localized borough system where the decisionmaking process was shifted from the State level to the borough, is that correct?

Ms. PERATROVICH. We are still in that process, Mr. Chairman. A school board must be elected within the region and the region is as yet undefined. The legislature gave the responsibility of setting up the

regional lines to these regional school administrative groups to come up with something and they are working constantly with this organization in setting up boundary lines.

Mr. MEEDS. How many of these unorganized boroughs are there?

Ms. PERATROVICH. All of the State of Alaska except those that are organized boroughs—the others are at present unorganized boroughs.

Mr. MEEDS. Oh, thank you. What you're telling me is that everything that isn't organized is disorganized?

Ms. PERATROVICH. Right.

Mr. MEEDS. Which ones are organized, Anchorage, Juneau, Ketchikan—

Ms. PERATROVICH. Petersburg, Sitka, Nakanek.

Mr. MEEDS. And that's about it?

Ms. PERATROVICH. No; there's a lot of them—there's Hydaburg, Klawock.

Mr. MEEDS. Would they be normally those areas where there is a high school?

Ms. PERATROVICH. Yes, Mr. Chairman. I'm glad you brought that point up. As a matter of fact we have high school programs located in the Alaska School System in profusion in those areas where there are logging camps primarily they are 100 percent white.

Mr. MEEDS. Now you indicated some trepidation about contracting on title IV programs—

Ms. PERATROVICH. Part A.

Mr. MEEDS. Part A; yes.

Ms. PERATROVICH. This is the only foot in the door that our people have ever had and it's through the efforts of the parent committee working with the advisory school board or in fact being the advisory school board in the smaller communities—it has given them a real voice in what goes on in that school and has really brought about the voice of local control.

I have there in back all of the 117 programs of the Indian ed program that is run throughout the State of Alaska, each of which was developed by parent committees in all of the villages—they are ready for local control.

Mr. MEEDS. Well that is local control—

Ms. PERATROVICH. That's only one very small part. There are many Federal programs that affect them—the CC study that was recently finished, points up that other Federal programs do not reach the students that they are being funded for.

Mr. MEEDS. Contracting need not exclude parent advisory councils.

Ms. PERATROVICH. It's so burdensome for a very small community.

Mr. MEEDS. The gentleman from Iowa!

Mr. BLOUIN. Yes; just a followup. What would be your alternative to contracting, assuming it is burdensome and unworkable, how do we deliver the services for which you've contracted?

Ms. PERATROVICH. That they be notified like any other school district is, that they are eligible for Federal programs or whatever other kinds of money that is coming into the area and they get it like any other school district. Why should they have to contract for it when other school districts don't have to.

Mr. BLOUIN. The only contradiction that sticks in my mind is that you don't want them to be relieved of the requirement that they have

visitations outside of their community yet at the same time your asking us to relieve them of other required programs.

Ms. PERATROVICH. I'm sorry, I didn't follow you.

Mr. BLOUTIN. I thought somewhere in your testimony you made the statement that you did not want them to be relieved of the requirement that they be allowed to take location visitations away from their areas—in order to be exposed to regions in the State they might never see or might not have seen isn't that right?

Ms. PERATROVICH. There is presently no requirement that these field trips are prohibited.

Mr. BLOUTIN. I got the distinct impression from listening to you that you didn't want us to do anything that would allow them to prohibit it locally—local field trips.

Ms. PERATROVICH. Field trips—at the last national Environmental Council on Indian Education meeting held in Denver our people came away with the strong impression that field trips are going to be prohibited next year—and we are asking that they not be prohibited.

Mr. BLOUTIN. OK—OK, I misunderstood.

Mr. MEEDS. Actually your apprehension of contracting is probably well founded from the standpoint that you're doing now with your parent advisory councils in these unorganized boroughs what we hope to achieve by contracting in those instances where Native people had not had control of the contracting vehicle in their community. You're sitting there with what in effect turns out to be Indian-controlled or Native-controlled school boards so there's really no need for contracts because you are in effect already under contract—that's probably where we're having problems.

Mr. MEEDS. The gentleman from Oklahoma.

Mr. RISENHOOVER. You heard the testimony just before you—what's the difference in the program that you administer and the previous one?

Ms. PERATROVICH. This is just one very small program which this school district administers, there are many other Federal programs as well as the basic educational programs.

Mr. RISENHOOVER. Under the Indian Education Act program, do you administer a different kind of program than the previous witness?

Ms. PERATROVICH. They were not talking about Indian Education Act program they were talking about the educational program of the whole school district.

Mr. RISENHOOVER. This seems to be somewhat confusing.

Mr. MEEDS. I think Mrs. Lamabull was talking about—

Ms. PERATROVICH [continuing]. Yes, Mrs. Lamabull was talking about the Indian Education Act program with the Anchorage Borough School District.

Mr. RISENHOOVER. And you are talking about all the others—outside Anchorage?

Ms. PERATROVICH. Not the borough school district—also so-called the State schools.

Mr. RISENHOOVER. I have no further questions.

Mr. MEEDS. The gentleman from Iowa.

Mr. BLOUTIN. How many of the so-called State schools again?

Ms. PERATROVICH. The 125 schools that Mrs. Bernhard talked about.

The State schools are all the schools in rural Alaska that are not in an organized borough—

Mr. BLOUIN [continuing]. You're referring to the —

Ms. PERATROVICH. Unorganized borough—which is practically the whole State of Alaska.

Mr. BLOUIN. I'm sorry that I'm not familiar with Alaska State law on this—or maybe it's just semantics but—

Ms. PERATROVICH [continuing]. A borough is like a county.

Mr. BLOUIN. Your unorganized designation, is that a temporary designation until such time as the local communities draw their boundaries?

Ms. PERATROVICH. You'd have to ask our illustrious legislators on that.

Mr. RISENHOOVER. What we have in Oklahoma is independent school districts—the borough being the organizer would—

Ms. PERATROVICH [continuing]. And would depend on State funding so—

Mr. BLOUIN [continuing]. That have to have State funding.

Ms. PERATROVICH. Right.

Mr. BLOUIN. Your borough schools don't use State funding?

Ms. PERATROVICH. Yes, they do.

Mr. BLOUIN. OK, OK, I think I'm following you.

Mr. MEEDS. What really happened was that you had a borough system and those districts which had school districts within those boroughs and were operating schools from the borough level; and then the rest of Alaska, which was the State-operated school system. When you changed the State-operated schools so as to take control back to the borough level from the State, the system named them the unorganized boroughs, is that right?

Ms. PERATROVICH. Right.

Mr. MEEDS. The gentleman from Illinois.

Mr. HALL. Could you spell out to any degree how much more Alaska gets under part A and the distribution between the organized and the unorganized?

Ms. PERATROVICH. Of course the organized boroughs in the State get a larger share per student because of their cost per share on a taxable basis.

Mr. HALL. Of the \$1 million listed here?

Ms. PERATROVICH. \$1,121,000 was for the 5,500 students. That was last year—this year we only got \$836,000. The total State of Alaska gets a little over \$3 million in Indian education funds.

Mr. HALL. Alright, thank you.

Mr. BLOUIN. What's the State's school budget?

Ms. PERATROVICH. Around \$50 million.

Mr. BLOUIN. What's the total State budget for everything? What percentage—\$50 million is that of the whole budget of the State?

Ms. PERATROVICH. The State budget is quite phenomenal now—I remember when it was \$200 million plus but —

Mr. BLOUIN [continuing]. Education is about 10 percent of the State budget roughly.

Ms. PERATROVICH. Ten percent, yes, but \$44 million of that comes from Federal impact—

Mr. BLOUIN. You must give some type of a formula then which provides for local tax revenues to run the schools that vary depending upon the geographic makeup—the distance, is that right? Your unorganized districts have less of a requirement for local moneys than the boroughs?

Ms. PERATROVICH. All of the schools in the unorganized borough are not taxed.

Mr. BLOUIN. There's no local tax base at all?

Ms. PERATROVICH. No local taxes.

Mr. BLOUIN. OK, so they are totally State or Federal funds?

Ms. PERATROVICH. Right.

Mr. BLOUIN. And your borough schools have local tax basis?

Ms. PERATROVICH. Very definitely.

Mr. BLOUIN. So there's a hefty local fund.

Ms. PERATROVICH. Right.

Mr. BLOUIN. But that's used exclusively for the borough schools?

Ms. PERATROVICH. Yes; right.

Mr. BLOUIN. Thank you.

Mr. MEEDS. That's our basic lesson in Alaska education—we feel more at ease now. Thank you very much. Also many thanks for helping us set up the witnesses and the entire itinerary for education—we appreciate it.

Ms. PERATROVICH. Well, we all thank you for coming. I do want to point out that I put up a language map because I have a very difficult time explaining the many different languages in Alaska. There are Athabaskan in the center of Alaska; Inupiat in the northern part, Upik is the dark blue; green is the western and eastern Aleut; the brown area is Tlinglit; and that little piece of purple down there is the Great Haidas.

Mr. MEEDS. It's my understanding that in the early days the Tlinglits and the Haidas used to fight and the Tlinglits discovered that the Haidas had very beautiful maidens and they decided they'd stop fighting and start loving. Is there any truth to that?

Ms. PERATROVICH. Every Haida needs her Tlinglit slave.

I would also like to point out that we have here some of the bilingual material that we have developed in the past year for these different areas—and I did give you one of the books that we recently developed for more relevant reading.

Mr. MEEDS. Thank you very much. And thank you Mr. Ipalook.

Our next witness is Mr. Robert Rude, president of the Cook Inlet Native Association. I see his trusty lieutenant here—Frank Smith, who will testify for Mr. Rude.

STATEMENT OF FRANK SMITH, DEPUTY DIRECTOR, COOK INLET NATIVE ASSOCIATION, ANCHORAGE, ALASKA

Mr. SMITH. I apologize for Mr. Rude not being here; he's attending some regional conference business.

What I want to do is briefly touch on some of the things they talk about in the funding area under title IV—it touches mostly on part A. I think part B and part C have never been looked at as far as it concerns the State of Alaska. I do think parts B and C would affect

nonprofit associations within the State of Alaska and have a broader impact as far as funding goes. Referring back to our own association here we did have a part C program which is adult education, and we did recruit young Native people into the drivers' education program. This is funded under part B of title IV.

We coordinated that with our CETA program which taught students how to drive and therefore recruited them along to the Alaska pipeline. This year we didn't receive any money for title IV, part C. And as for part B we had moneys for that last year also and we were cut back in both of those areas.

What I'm really trying to point out is that I think there should be more money in parts B and C for the State of Alaska towards benefiting nonprofit associations in the State of Alaska.

Mr. MEEDS. What kind of innovative programs did you have—were the driver training programs part of an innovative program?

Mr. SMITH. As I stated before it was a driver training program where we trained students who were seniors in high school—and there also was an adult training program, strictly for adults—that was part C. We took Alaska Natives that were coming into the area, that were coming from the rural areas and trained them in drivers education and coordinated it with our CETA program, which would put them on the drivers training program to get truck drivers jobs on the pipeline. We had a backlog of about 250 people on our drivers education program list when it was cut off from part C.

Also on part D there was another program we were cut off from—that I think would benefit nonprofit associations.

Mr. MEEDS. The gentleman from Oklahoma.

Mr. RISENHOOVER. I would like to clarify a statement that I made this morning. When I suggested that the people in Alaska should go back home, I wasn't referring to the people who come here and make their homes. They can make a significant contribution. I was referring to the outside advice you seem to be getting so much of.

When were you cut off from CETA funds?

Mr. SMITH. We weren't cut off from CETA funds we were cut off from title IV part C—dealing directly with adults.

Mr. RISENHOOVER. Why were you cut off?

Mr. SMITH. I don't know.

Mr. RISENHOOVER. Were you given any reasons?

Mr. SMITH. Well, the reasoning was—

Mr. RISENHOOVER. That is, did you reapply and then get cut again or—

Mr. SMITH. That's what it was.

Mr. RISENHOOVER. Did they cut back on everyone or just a part?

Mr. SMITH. They cut the whole program.

Mr. RISENHOOVER. The whole program—what amount of funds are you receiving now?

Mr. SMITH. We're not getting any now.

Mr. RISENHOOVER. Not any now, not any at all?

Mr. SMITH. I think there's only a few that have part C moneys in the State of Alaska now. I think in southeast there may be one but I'm not too sure of that either. There is very little part B and part C moneys in the State of Alaska.

Mr. RISENHOOVER. Have these funds simply dried up all over the country or what does it seem to be?

Mr. SMITH. Maybe the reason is there just wasn't that much money appropriated in parts B and C—

Mr. MEEDS. I believe in both part C and B there were more funds available this year than there were in the preceding year—across the Nation.

Mr. RISENHOOVER. What is your unemployment rate among the Natives?

Mr. SMITH. It's quite high—I don't know what the average is but I should know.

Mr. RISENHOOVER. Is it 40 or 50 percent?

Mr. SMITH. I would say so.

Mr. RISENHOOVER. The Department of Labor should have those statistics. I cannot understand why you would not be eligible.

Mr. MEEDS. We'll have to look into that. Maybe if you were to give us more information about the proposal that was submitted and the reply you got, the person whom you dealt with—we might be able to check into it.

Mr. SMITH. I sure think all the nonprofit corporations within the State of Alaska can benefit from part B because—if they deal direct with the Native corporations.

Mr. BLOUIN. The programs just weren't shifted to another agency; they were cut off.

Mr. SMITH. They were cut off.

Mr. BLOUIN. You mentioned you were involved in a program of training drivers for pipeline work.

Mr. SMITH. We had the drivers education program with a large percentage of the Native people that come in from the rural areas. To begin with they don't have driver's licenses much less even seen a stopsign or stoplight. So, through our drivers education program we train these people in the basic driver's education so that they can at least halfway compete in obtaining jobs within the urban areas. Once the pipeline started in they were requesting a large number of drivers, especially in the diesel area, and we were training them in that area through contract with the CETA program which we had.

Mr. BLOUIN. Did you find that the drivers you were training were being hired straight through?

Mr. SMITH. Yes, they were.

Mr. BLOUIN. They were being hired, the companies were more than willing to hire them in that particular area?

Mr. SMITH. That's right.

Mr. BLOUIN. You might not be familiar with another area—but I've heard that there were some instances where the Natives had waited a lot longer for jobs than those that come into the area with regard to the North Slope development; have you found that to be the case?

Mr. SMITH. You've heard the same thing I've heard. I would feel more comfortable if I had one of my manpower training people here to go over that with you. He knows more about that than I do.

Mr. BLOUIN. If he could document some of those facts I'd appreciate having it sent to us for the records.

Mr. SMITH. He has made some statements to the Teamsters in that area.

Mr. BLOUIN. I'd still like to have it sent in. Thank you.

[Requested by subcommittee but never submitted.]

Mr. MEEDS. The gentleman from Illinois.

Mr. HALL. I have no questions, Mr. Chairman.

Mr. MEEDS. Thank you very much, Frank. Our next witness is Ms. Kathleen Perrin, Alaska Native Education Board, Anchorage. [Not present.]

LADY. I am Susan Murphy from Bethel.

**STATEMENT OF SUSAN MURPHY, PRESIDENT, ALASKA NATIVE
EDUCATION BOARD, BETHEL, ALASKA**

Mr. MEEDS. Thank you, please proceed.

Ms. MURPHY. My name is Susan Murphy and I'm from Bethel. I am president of the Alaska Native Education Board and a member of the Alaska unorganized borough school district board of directors. In addition, I have served 2 years in the statewide Johnson-O'Malley parent committee, worked from July 1, 1974, until July 1, 1975, as deputy director of education of Yupiktak Bista, Inc., the nonprofit of AVCP-Calista, and before that I worked as a field coordinator for the then Alaska State-operated school system in the Bethel-lower Yukon region under title IV of the Indian Education Act. Because of this background, I am fairly familiar with the education scene in rural Alaska and more specifically with the programs and problems in the AVCP-Calista region.

Let me give you a little background on that region. The area encompasses 57 villages with approximately 16,000 people, primarily Yupik Eskimo. Most of the villages are small with only from 25 to 450 people residing in them, with three major population bases, Aniak, St. Mary's and Bethel—the largest being Bethel with approximately 3,000 people. The average age is 17, the average education level is 4.6 years. The region is not connected by highway to any point in the State. The only way in and out is by air, which is the only method of transportation within the region except by river skiff in the summer and snow machine or dogteam in the winter.

The region has placed education as its top priority for in our children lie our futures. However, basic education in itself is not enough. The funding available does not meet the unique needs of the students of the area. Title IV, Johnson-O'Malley title VII funds are drastically needed to enable a child to cope with so-called basic education. Picture if you will a first grade student who speaks and understands only Yukik (which by the way is a much more complex language than English)—place him in a classroom where the teacher speaks and understands only English. It is difficult enough for any child to cope with the school environment but add a language barrier and the problems multiply. Small wonder we have 23-year-old high school seniors. They have to learn English as well as concepts in the first few grades. Title VII funds are one solution to their problem, not only to develop materials but to train teachers and pay these teachers.

When a language dies the culture dies and western civilization, especially the United States with its "melting pot" policy, technically

destroys minority cultures. We Alaska Natives are a proud people, proud of our ancient culture and traditions. We Eskimos have survived and lived in one of the harshest environments known to man. However, our old people, as old people do everywhere, are dying off and with them are going our stories and songs, dances and customs. Johnson-O'Malley funds and title IV, Indian Education Act funds, are used to supplement the basic education provided by the school districts so that our young people will receive the opportunity to learn about themselves.

The Alaska Native Education Board with Johnson-O'Malley and part B of title IV, IEA, has developed materials and provided training and run programs in several languages in the State. It has also developed social studies units in two regions, southeast and interior, to be used in the classroom. However, this is only a beginning. The money available can only stretch so far. With Alaska's tremendous transportation and communications problems and the high cost of living what seems like a lot is only a drop in the bucket.

One solution would be to distribute money directly to school districts, bypassing the Department of Education (this is the Alaska Department of Education) and thereby eliminating duplication in administrative arts, therefore making more money available for direct service to children. After all, isn't that what the funds are for, providing services to the children?

In conclusion I would like to say that we strongly agree with the rules and regulations requiring parent committees to develop, approve, and control supplementary programs. Parents have the right to control their children's education. Far too often in the past, and even yet a parent has no idea what is going on in the school and their only contact is when "Johnny was a bad boy." Since parents have become involved in parent committees they feel freer to visit the school and thereby adding an extra bonus. And when teacher and parent learn to know and understand each other the child benefits.

Thank you.

Mr. MEEDS. Thank you Susan. Could you give us some idea, some of the programs—you talked about the cultural and bilingual problems—are you spending your Johnson-O'Malley funds and your Indian Education Act funds in such a way as to help the cultural improvement programs, enhancement programs?

Ms. MURPHY. In Bethel we regard a child's right to be educated in Yupik and learn to speak English as part of his basic rights—and that is provided for with the State and with the State bilingual program moneys.

Mr. MEEDS. If a student however, a Yupik Eskimo student goes to the Bethel school and speaks English relatively well you cannot use bilingual education title VII funds to teach that student to speak Yupik can you?

Ms. MURPHY. No.

Mr. MEEDS. Are you doing that with other funds, say Indian Education funds or Johnson-O'Malley funds?

Ms. MURPHY. Yes, we're doing it with other funds.

Mr. MEEDS. Do you find that the cultural enrichment, that this study is very valuable to a student, do you find a marked improvement in their other endeavors?

Ms. MURPHY. Yes; we have found marked improvements in their attendance, in their attitude towards themselves and their attitude towards the school. As an added benefit non-Native kids take Yupik too and they appreciate the Native children and the culture more. We also with Johnson-O'Malley funds in the Bethel region for 2 years ran a cultural heritage program in which we took every Native student from the Bethel high school and the St. Mary's high school, which was a little over 600 students and brought them out to a village environment for 2 weeks. We've done extensive work with the villages before the children were sent out and the villages provided arts and crafts, lessons in Eskimo dance, lessons in old stories, took the boys out hunting, showed the girls how to skin seals and salt furs and the students came back just raving about their experience.

Also, reviving the old customs in the villages—it made everyone happy and feeling much better.

Mr. MEEDS. Thank you. The gentleman from Oklahoma.

Mr. RISENHOVER. Are any of your teachers Native Alaskans?

Ms. MURPHY. Yes, several. In the Bethel school we have Mr. Chenar, first grade—Native Alaskan; Mrs. Jones is Native Alaskan; and one more, Mrs. Strickland is Native Alaskan. We have four or five Native teachers—we have certified Alaska Natives.

Mr. RISENHOVER. Are they Indians?

Ms. MURPHY. They are Eskimo.

Mr. RISENHOVER. Do they speak the language?

Ms. MURPHY. Yes.

Mr. RISENHOVER. Where do your teachers receive their training?

Ms. MURPHY. Two of our teachers received their training through the Arctic program which was rural based, it was based in Bethel—with some time spent at the University of Alaska; and two of our teachers went through a regular teacher-training program at the University of Alaska.

Mr. RISENHOVER. You have teacher training at the University.

Ms. MURPHY. Of Alaska, Yes.

Mr. RISENHOVER. Do you have any idea how many teachers they graduate each year?

Ms. MURPHY. I have no idea; no.

Mr. RISENHOVER. Do most of them stay in Alaska?

Ms. MURPHY. I'm not sure.

Mr. RISENHOVER. Do you get many teachers from the lower 48 States?

Ms. MURPHY. Yes, we do; most of our teachers are from the lower 48.

Mr. RISENHOVER. Do they come in on a year-to-year contract basis or do you contract with them for longer periods? Could you explain how that works?

Ms. MURPHY. The Bethel school is under the Alaska Unorganized Borough School District and they are given year-to-year contracts, however, when they sign their contract for the third year they receive tenure and then we have to move heaven and hell to get rid of them.

Mr. RISENHOVER. Do you find that this tenure system helps you keep good teachers or does it lock in the bad ones?

Ms. MURPHY. I think if a teacher is a good teacher, he will be retained anyway and teacher tenure I believe protects the bad teacher.

Mr. RISENHOOVER. I cannot imagine anyone wanting to teach school in Bethel unless they were really interested in teaching school.

Ms. MURPHY. Well, Bethel really does have some very good qualities, people get hooked on Bethel. If a teacher has been teaching for several years and gets up to the top of the pay scale, well, it's a nice cushy job, lots of money, you go to the school, teach so many hours a day and then you can go home—that's the bad teachers—the good ones put in a heck of a lot of time.

Mr. RISENHOOVER. For the record, what is the minimum starting salary?

Ms. MURPHY. This year in Bethel the minimum starting salary will be \$13,900.

Mr. RISENHOOVER. How does that compare with the other unorganized boroughs?

Ms. MURPHY. We got a cost of living, I think it's probably \$1,000 more than the base—however, some of the boroughs in rural Alaska have a higher base—I think some places it's \$15,000 and then somewhere else it might be \$14,000.

Mr. RISENHOOVER. Does each borough set its own minimum?

Ms. MURPHY. Yes, they do, they negotiate with the teachers on that base.

Mr. RISENHOOVER. What is the maximum?

Ms. MURPHY. I think North Slope pays a maximum—you mean maximum starting salary?

Mr. RISENHOOVER. No, the maximum rate of pay that can be received by teachers.

Ms. MURPHY. I'm not sure—I imagine Dr. Bower would know.

Mr. RISENHOOVER. What would you approximate?

Ms. MURPHY. Oh, you could I guess get up to \$30,000—but that's with your double masters and so many years experience.

Mr. RISENHOOVER. Do you have many with these qualifications?

Ms. MURPHY. Not too many in Bethel.

Mr. RISENHOOVER. Do your superintendents and administrative people fall into this category?

Ms. MURPHY. I would say the superintendents receive anywhere from \$30 to \$35,000.

Mr. RISENHOOVER. Are they required to have the same educational background—the same degrees as do any other teachers in your school?

Ms. MURPHY. It is required that the administrator have an administrative degree.

Mr. RISENHOOVER. Would that be the same as they would be required to have in any other State?

Ms. MURPHY. Correct.

Mr. RISENHOOVER. Do you negotiate your own contracts with your superintendents? That is, are your administrative requirements the same as for the organized boroughs?

Ms. MURPHY. I would say they are essentially the same—I believe they are set by the Department of Education and it requires that an administrator for the State of Alaska must have 3 years' teaching experience and 1 year experience as an administrator before he could qualify for Alaska. I believe that's correct, isn't it, Dr. Bower?

Dr. BOWER. That's correct although part of it is State law rather than regulations.

Mr. RISENHOOVER. How do your minimum salaries for teachers in Bethel compare with the organized boroughs? For instance in Anchorage, would the starting salary for a teacher be considerably higher?

Ms. MURPHY. I think it's approximately the same. I think it's 14 but I'm not sure.

Mr. RISENHOOVER. Is the cost of living much more in Anchorage than it is in Bethel or vice-versa?

Ms. MURPHY. No, in Bethel the cost of living is much higher.

A half gallon of milk in Bethel is \$2.60; a dozen eggs are \$1.30.

Mr. MEEDS. The gentleman from Iowa.

Mr. BLOUNT. It's awfully difficult to think of questions after that.

Mr. MEEDS. Perhaps you can answer this, Susan—I've been wondering since I've arrived in Alaska, why there are so few Native people involved in education. One percent of the teachers in southeast Alaska—that's where we were yesterday—are Natives, and probably in the Bethel system are even less than that—and these are certificated teachers. On the other hand I've dealt with Native Americans all over, Indian tribes and others, and I would say the higher percentage of the Indian tribes in the Lower 48 probably are teachers than are the Alaska Natives and yet Alaska Natives seem so far advanced over the Indians in the Lower 48 in many other respects. Is there just some kind of a deterrent to Natives going into education?

Ms. MURPHY. Well with passage of the Alaska Native Claims Settlement Act a vast amount of resources was human resources needed to manage the regional corporations and the nonprofit corporations and most of our Native leaders are working for the nonprofit or the profit-making corporations and therefore they are not available for teaching. You will find a great many who do have teaching certificates are working for the profits or nonprofits. That's the main reason right now I think—in our region the main reason we don't have teachers is because we just weren't graduating that many kids from high school. I graduated from high school in 1959 and there were seven of us graduated.

Mr. MEEDS. From Bethel?

Ms. MURPHY. From Bethel, yes.

Mr. MEEDS. The gentleman from Illinois.

Mr. HALL. You mentioned locking a bad teacher in under tenure. How would you judge the caliber of your administrator, your principals and superintendent as compared to teachers?

Ms. MURPHY. I think we have a very good administration group in Bethel and I would say that the majority of our teachers have been there a long time but the tenure law does protect a poor teacher. Our superintendents and our principals are hired by the Alaska Unorganized Borough School District—we are a region under them and the local boards have input into who they want hired and I don't believe that the administration at ABSD would go against their wishes or go overboard.

Mr. HALL. It's hard to find a poor teacher in 3 years then.

Ms. MURPHY. Yes it is.

Mr. MEEDS. O.K. Susan, thank you very much. Our next witness is Mr. Frank Barry, Johnson-O'Malley director, Alaska Federation of Natives. Is Mr. Barry here? [No response.]

I think the next witness is Dr. Marshall J. Lind, Commissioner of Education, Juneau.

[Statement of Dr. Marshall J. Lind follows:]

STATEMENT OF DR. MARSHALL J. LIND, COMMISSIONER OF EDUCATION,
JUNEAU, ALASKA

I am pleased to have an opportunity to testify before your subcommittee on Elementary, Secondary and Vocational Education. In 1972 the Alaska Department of Education testified before a similar subcommittee on House Resolution 8937 and Senate Bill 248. At that time we reported three major areas of need that were being addressed. These areas were: (1) providing opportunities for early childhood education; (2) providing quality secondary programs closer to home; and (3) providing for positive local involvement in the operation of schools. Since that time the State has made great strides toward meeting those needs. We now have legislation authorizing public funded programs for handicapped 3 and 4 year olds. Two major State bond issues in the amounts of \$16,000,000 and \$40,000,000 respectively will go a long way toward alleviating the problem of boarding students away from home for secondary education. And a major piece of legislation passed during the last legislative session provides the mechanism for local control of education in the Unorganized Borough. Under this legislation there is guaranteed funding for local secondary programs if the elected boards decide that is what they want. Finally, the legislation guarantees the people in villages with Bureau of Indian Affairs Schools the opportunity to be included in the Alaska Public School System if that is the desire of the people.

All these actions lead us closer to a single unified system of education largely financed at the State level but with local control and decision making.

Critical educational concerns in Alaska at this time revolve around two central issues; first, the need to develop and sustain a unified system of education for all Alaskan students and second, to assure that this system, both in the whole and in its parts, meets the identified needs of the individual student. In addressing these central issues, Alaska is both helped and hindered by one of its major partners in the educational enterprise—the federal government.

We are pleased with the interest and dollar support that is provided to elementary and secondary education in Alaska through the Federal Government. Without this support which for many years formed the backbone of educational aid to the Alaskan Natives we would not be where we are today. This support has allowed Alaska to provide programs to Indian students that would have been impossible within the limited resources available from within the State. The greatest support has come from those Federal Programs which at that time were more general than categorical in nature.

In Alaska, as elsewhere, the categorical nature of federal funding encourages fragmentation of effort, both at the state and local levels. Unrealistic constraints on the cooperative use of federal funding establishes an organization, on the state level, which gives automatic and in some way, reprehensible, importance to those areas generating the most federal funds. Thus, priorities are artificially tied to levels of federal funding rather than to identified needs at the state and local level. Again, federal fear of comingling of funds—admittedly justified in some cases from an accounting standpoint—works against cooperative, comprehensive planning addressed to generic needs. For example, in Alaska special education funds accrue from several federal sources: ESEA Title VI, P.L. 80-313. Vocational Education handicapped funds and now, P.L. 874. Regulations for each program differ; funds must be expended and accounted for separately; definitions of eligible recipients are not consistent. Yet, in reality, we are speaking generally of the same child in each of these programs. State level confusion multiplies at the local level. In some of our rural, "bush" schools, the same child is enrolled in an ESEA Title I program, and ESEA VI bilingual program, an ESEA Title VI program, a Johnson O'Malley enrichment program, etc. Teachers complain, seriously, that by the time the child has been removed from the regular classroom for each of these activities, less than 30 minutes of the school day remains to bring some cohesion into his educational program. Another aspect of some federally funded programs which must be mentioned as debilitating to the State Education Agency is that of federal bypass of state agencies to deal directly with Local Educational Agencies. Perhaps no other action by the federal government so undermines a state in its constitutional role as educational leader than that of dealing directly with local school districts' and other agen-

cles in the operation of educational programs. Federal funds of all types should be allocated through state educational agencies.

I would like to summarize briefly the most important concerns Alaska has with federal education programs.

First, is the lack of congruence between federal education goals and methods and Alaskan educational goals and needs. Second, federal rules and regulations, even those in the areas addressing common state/federal goals, exert undue and inappropriate influence over state administration and local program operation. Third, regulations for various federal programs prohibit, albeit inadvertently in some cases, coordinated, comprehensive planning. Fourth, the proliferation of unrelated and often competitive advisory groups for various federal programs interjects parochialism and fragmentation which limits program effectiveness. Fifth, the federal practice of bypassing State Educational Agencies to deal, in some programs, directly with Local Educational Agencies undermines the State's mandated, constitutional responsibility for educational leadership. Sixth, federal support of research and development is spotty, uncoordinated and, in many cases, unrelated to the needs of the front line educational agencies. In partial resolution of these concerns, Alaska recommends that federal intervention in education, except in cases of dire, documented national emergency, take the form of block grant support to State Educational Agencies, the use of which is at the discretion of State Educational Agencies in meeting identified local needs. Further, Alaska recommends that educational efforts at the federal level be coordinated to avoid present fragmentation both at the national and state levels. Finally Alaska recommends increased federal support to states for research and development activities directed at changing and improving the existing state educational systems.

STATEMENT OF NAT COLE, DEPUTY COMMISSIONER OF EDUCATION, DEPARTMENT OF EDUCATION, JUNEAU, ALASKA, ACCOMPANIED BY SYLVIA CARLSON

Mr. COLE. Mr. Chairman, members of the committee and other witnesses here today, I'm Dr. Marshall Lind incognito—but I'm really Nat Cole, deputy commissioner of education, Department of Education, Alaska. I have with me Sylvia Carlson who is special assistant to the commissioner of education.

If the committee will bear with me a little bit I will vary totally from my presentation which you have in front of you and try to assess the educational system of the State of Alaska. It's been somewhat of a traumatic experience for me to sit here and listen to some of the questions you've asked and hear some of the answers they have given.

Back when Alaska was purchased somewhat over a hundred years ago the educational system of course was whatever the Russians had provided. In the late 1800's the Department of Interior provided all the educational programs in the State of Alaska. There was the Nelson Act in the late 1800's or early 1900's—I believe 1905—and I believe this act gave authority to organized cities in the State of Alaska to offer their educational program and also establish in continuance a program for Native Alaskans.

What evolved out of this action was a system of city school districts and a system of education under the Bureau of Indian Affairs, Department of the Interior. This continued until statehood and with statehood and shortly thereafter, the education outside of areas which were governed by the Bureau of Indian Affairs and education provided by them became the responsibility of the State and that was made up of two parts—that was the students who were in organized territories at the time of statehood within cities of certain size had

taken the responsibility for their schools and called them independent school districts.

Then later we had a Borough Act and the Borough Act mandated certain boroughs in the State of Alaska which occupied territory beyond that which was considered the city—that is boroughs might be more comparable to counties in other parts of the country. What we ended up with there was a system of borough and city school districts which we called municipal school districts, whose authority for education was gained by being a municipal subdivision with a responsibility for education.

The rest of the State then outside of those organized boroughs and cities became what is known as the unorganized borough. So there you now have what it is now and was in an organized borough.

Education in an unorganized borough is the responsibility of the State. That was handled through the Department of Education until 1972 when there was established by law, a State-operated school system. It was the neither a city or borough school district nor, in the full technical sense of the word a separate State agency but operated as a school district for all practical purposes.

Subsequent to that date in the last legislative session the Legislature of the State of Alaska passed an act which has decentralized so to speak or regionalized that unorganized borough into what is yet to be determined, a number of regional educational attendance areas by definition by proposal of the State without the requirement of local support or local tax support, and must for all practical purposes operate and will operate under an election board and elected community committees in the various communities, as any other school district in the State.

That's to bring you up to date on what it is we're talking about.

Now to continue on with that which you have in front of you—in 1972 Marshall Lind did appear before a committee similar to this one and at that time indicated there were three areas of need more important than other areas of need in terms of the Alaska Natives. Those were programs for early childhood, particularly three- and four-year-olds who were not in the public school system publicly funded by the State at that time. The need for secondary schools much closer to the villages and the homes of the students—we were sending students out of the State and at that point in time probably 400 or 500 or more, we were moving 1,200 to 1,500 away from their homes to go to secondary schools, maybe even more than that—inside the areas of local controls, that is local decisionmaking, local budget control and so forth.

Since that time we have passed in the State legislation which for handicapped children at least goes down to 3 years old. We have also by virtue of \$16 million and a \$40 million bond issue respectively, gone a long way and will be when those buildings are built, gone a long way toward providing local secondary educational programs and facilities to hold those programs.

Then third and more important I believe (from my personal point of view) the legislation of the act which granted more local autonomy with local election boards—which will prove to be the more significant of all the steps we've taken so far. This legislation does guarantee educational funding on a level of educational funding comparable to

any other school district in the State, it insures that its' local secondary programs when started will be funded. Furthermore it insures that if the areas in these regions under the Bureau of Indian Affairs jurisdiction wishes (not mandatory) wishes to join the system of regional education in this area they may do so and the State is committed to that funding.

That pretty much brings us to where we are to date—and I might say that we are very pleased in the State of Alaska that Congress has taken the interest they have taken in education in Alaska and provided both dollars and human support to that educational effort. Without that there would not have been the opportunity to have the educational system and be where we are today in terms of what the State has assumed as its' responsibility.

However, as we look at the Federal programs effecting education totally and particularly those effecting Alaska Native education today we see some problems. We feel that these programs are too many, too varied, there's a multiplicity of administrative requirements, a multiplicity of identifications (I'm not sure how many there might be—I suppose there are 30 in Alaska affecting the Alaska Natives)—and that creates a lot of duplication.

Second, we see from the Department of Education's point of view a flow of cash, a flow of dollars for these needs going outside the department where there is little opportunity for coordination, little opportunity for pulling together so that some unified approach, some total approach can be reached toward the educational program of the Alaska Natives.

And lastly, we also feel that there probably has been not enough emphasis from the Federal Government so that the State at this point hasn't been able to fund it. The area of educational research or development would encourage this so funds would be available in that area. You just can't speak to the total availability of dollars and how that stacks up against needs—we suspect that the needs are now and always will be greater than the dollars available.

We would suggest and recommend in context of the paper you have in front of you, that the Congress take a hard look and seriously consider something in the way of long grants for consolidation of these funds—that they also consider that all of these funds be channeled through the State department of education and that they seriously consider more emphasis in research development.

That Mr. Chairman concludes my remarks with the exception that I do have a Tlinglit here who does not wish to—

MS. PERAIKOVICH [continuing]. I think I'd like to set the record straight and for your information Chairman Meeds—it's true that the Tlinglits and Haidas did fight but I think the reverse is true that the Tlinglits held more Haida slaves—and anyway today in southeastern Alaska there's a totem pole which the Haidas erected in honor of Abe Lincoln because they thought that he freed them from the Tlinglits.

MR. MEEDS. Very good! I have a number of questions of Mr. Cole. First of all what in fiscal 1975 was the total amount of Federal funds coming into the State of Alaska for education? That's elementary and secondary education.

MR. COLE. Well to the Department of Education aside from Public Law 874, which you'll recognize, and which is in lieu of tax—

Mr. MEEDS. No, I'm sorry, I don't recognize Public Law 874 as being in lieu of tax.

Mr. COLE. Well, it is Mr. Chairman.

Mr. MEEDS. That may be your impression but it's not mine—and I've been working with this for some time. Include it if you will please with the figures—or you can give it to me without and with it.

Mr. COLE. Without, to the Department of Education somewhere around \$8.2 million; and with it somewhere around \$38.2 million, maybe \$40 million. The largest single source of Federal money to the State of Alaska is Public Law 874, primarily due to the fact that there is a great deal of unorganized territory in this State still under the jurisdiction of the Federal Government or having military impact, somewhere around \$10,000 to \$80,000 unorganized territory outside the military.

Mr. MEEDS. And that would include all funds for elementary and secondary education—you're not counting anything for post-secondary?

Mr. COLE. No postsecondary, no manpower training programs no—

Mr. MEEDS. But you are counting vocational education?

Mr. COLE. General vocational—and with that there would be \$90,000 postsecondary.

Mr. MEEDS. And school lunch?

Mr. COLE. School lunch I'm counting; yes.

Mr. MEEDS. What is the total education budget of the State of Alaska—

Mr. COLE. OK, the total education budget—and I'm going to give this to you in two parts also—State funds and Federal funds.

Mr. MEEDS. We've already got the Federal funds.

Mr. COLE. OK, I'll give you the State. State funds are roughly \$150 million.

Mr. MEEDS. So your total budget comes to a \$190 million.

Mr. COLE. \$190 million; yes.

Mr. MEEDS. About 20 percent of your total budget then is from the Federal Government?

Mr. COLE. That is correct; possibly as much as 25.

Mr. MEEDS. What effort has Alaska made to equalize its expenditure of school funds?

Mr. COLE. We have now what we in the State of Alaska consider to be as good a foundation program for funding education and equalizing education as any found in the Nation. We have something called basic need which in theoretical concept should be that reasonable amount of money to fund an education program—out of that basis need the State of Alaska provides around 94 percent this year leaving 6 percent to come from local sources. In the practical sense of the word there's no limitation the school district has placed on that thing called basic need—but we do find some school districts going up to 20 to 25 percent.

Mr. MEEDS. Where do you put the basic need?

Mr. COLE. The basic need is based on a thing called an instructor, he'll advise you of that. For that, I think all you have is—that's a group of students and everything that goes with them, that's classroom students and everything that goes with them—but not necessarily—it's one piece for each instructor. It's based on \$23,500 per unit

this year—that's the base amount; then there's a differential depending on the area in the State of a figure up to $33\frac{1}{3}$ percent. There is also in the formula itself a heavy break toward small school districts, small groupings of students where they get a lot more instruction than they do after you reach a certain number.

Mr. MEEDS. The proof of the pudding is in the eating and for that reason I'd ask you what is the average per pupil expenditure in the Anchorage School District—last year?

Mr. COLE. I was in the Anchorage School District—and I don't know if Mr. Fay is still here, but my guess is that it was around \$1,800 to \$1,850 per pupil.

Mr. MEEDS. And how was it in Bethel?

Mr. COLE. That information I wouldn't be able to provide to you. However, my guess is that it's around \$2,450 per pupil.

Mr. MEEDS. That's substantially higher.

Mr. COLE. Yes.

Mr. MEEDS. Why is that, because of the initial differential that they receive because of the isolation?

Mr. COLE. For a total understanding the difference in the first year—the first year that—that funding formula has been applied statewide. While we had what was called the Alaska State Operated School System and when the State operated schools were under the department of education there was a direct appropriation based on the budget submitted to the legislature but was not a formal program—

Mr. MEEDS. That 28 and 1,800 would violate the concept of equal funding or equalization.

Mr. COLE. Well, that's argumentative.

Mr. MEEDS. OK—would it not violate the concept of equal funding?

Mr. COLE. Not in my point of view.

Mr. MEEDS. Why not?

Mr. COLE. I don't believe the equality of education really demands the equality of dollars—they can demand something more important and that is dollars to overcome the needs.

Mr. MEEDS. And do you really think the costs between Anchorage and Bethel are that disparate?

Mr. COLE. I'd say with the combination of costs and needs in Bethel, even more so.

Mr. MEEDS. The gentleman from Oklahoma.

Mr. RISENHOOVER. I would like to ask you something about the language. You said you were now starting to work with handicapped children of 3 and 4 years—

Mr. COLE. Funding handicapped children programs.

Mr. RISENHOOVER. Do you have any plans to do anything like the bilingual program for that age?

Mr. COLE. The legislation that was passed that decentralized or regionalized the State operated schools was quite a masterpiece of legislation—more importantly establishing a statewide bilingual bicultural program and funded by the Department of Education. We of course have not at this point come up with all the activities planned—Mrs. Carlson can probably speak on that.

Mrs. CARLSON. During the coming year we plan to start developing guidelines and rules and regulations in order to make it possible for city and borough school districts as well as the emerging regional

educational committees who will be working with the borough to apply to the department of education through an annual planned service for funds to run a bilingual and bicultural education program. We have on the staff now a bilingual consultant who is going to start doing that planning this year. I think we were very fortunate in getting a bilingual-bicultural education piece of legislation through the session this year, because I know that a lot of other States are struggling with the same kind of problem in order to meet the needs of their language position. I think it is a good bill because it is flexible enough that we could not only meet the needs of non-English-speaking students—and I am talking not only about the Native students but also Korean and others we get into the school systems in Alaska—and we can do that because the language in the bill is so flexible. We can also fund some bicultural programs which are desired on the part of the people—you know where there is a need to correct the language.

Mr. RISENHOOVER. When are you going to be able to begin this? At what age are you going to be able to start these students in this program?

Mrs. CARLSON. Well, I would hope they could be started in kindergarten. This is part of the thing we will be dealing with in this coming year in developing these guidelines, rules, and regulations as soon as possible.

Mr. RISENHOOVER. Not being familiar with the family environment of these children, I am sure that there are problems of which I am not aware. However, we have heard Miss Murphy talk about 23-year-old high school seniors. It would seem to me—I'm not an educator but what little I know about it—that such a bilingual program would be a good thing to start far in advance of elementary school attendance. When they start to school they will have already been able to at least overcome the language barrier.

Mrs. CARLSON. I would agree with that.

Mr. RISENHOOVER. What steps are being taken to implement preschool for the bilingual?

Mrs. CARLSON. We haven't taken any steps now as the legislation just passed this session.

Mr. RISENHOOVER. Is the legislation flexible enough to get into a preschool study with these children?

Mrs. CARLSON. I'm not sure—perhaps I'd better let Mr. Cole answer that.

Mr. COLE. On the surface I do not believe that was the intent—I'd have to look at it more carefully—at the legislation itself. It puts the grants program in a department but it doesn't necessarily carry the same restraints as the foundation for the program would. So there is a possibility but I won't say other than that.

Mr. RISENHOOVER. I strongly feel it would be much better to put the child in the school 2 years earlier than keep him in school 5 years longer—in the productive years of his life.

Mrs. CARLSON. That's probably something we will take a very close look at in developing guidelines, rules and regulations. Last year during the month of February we held a statewide bilingual education conference—and one of the recommendations that came from that

conference was that bilingual education programs be available to preschool as well as the adult students—so I think we should take a good look at it and see if it's at all possible.

Mr. RISENHOOVER. I would hope the U.S. Department of Education would be cooperative in any kind of effort to establish preschool bilingual. I am not sure as to what success, if any, you would have. I know that in Oklahoma the bilingual programs have been cut almost to nothing. Have you experienced the same thing?

Mrs. CARLSON. I think a 50 percent cut in the unorganized borough—our school district took about a 50 percent cut in funding this past year.

Mr. RISENHOOVER. Yes, I know what it means. In Oklahoma most of them speak English much more frequently than they do here—

Mrs. CARLSON [continuing]. There needs to be a great deal of alterations of the rules and regulations under title VII(a) because—well, I think in many cases the interpretation of the English-speaking ability is too restrictive and still it doesn't make it possible for our schools to use that interpretation.

Mr. RISENHOOVER. The Indian Education Act does not provide— [Unnamed man]. And they certainly could use Indian Education Act funds for bilingual education, and bicultural.

Mr. RISENHOOVER. If there is anything that we can do about it—but they have just cut these programs so drastically—

Mr. MEEDS. Well they have about \$20 million more in bilingual funds last year than they had the year before—

Mr. RISENHOOVER. I cannot think of where it would be more important than in Alaska.

Mrs. CARLSON. Of course they've also gone in the business of setting up materials development centers and resource centers around the nation and that's probably where a lot of the funds are going.

Mr. MEEDS. The gentleman from Iowa.

Mr. BLOUIN. Yes, I have just one question, informational more than anything else. Is your only goal to try to set up a school system in the villages so the kids don't have to leave the community for full terms—daily go back and forth to some kind of a school system?

Mr. COLE. Yes, it is.

Mr. BLOUIN. How far away do you think that is?

Mr. COLE. We are not sure at this point—we are gathering data to work on a bond issue to take to the legislature to get before the people if we are successful in the next general election after the next legislative session. There are quite a number of unknown factors: first you need to understand that within the total number of systems we still have there is a large Bureau of Indian Affairs operation, 50-some school sites—we're not aware what the condition of those buildings might be and can only speculate as to the cost of bringing those up to what would be safe standards. Outside of that system we feel we're probably within \$20 million of it right now and we probably will go into the—

Mr. BLOUIN [continuing]. But there's a local school to be in every village?

Mr. COLE. Well, not necessarily in every village.

Mr. BLOUIN. Or within daily commuting range.

Mr. COLE. Yes, with exception of the size of the school population for a secondary school it would not be very appropriate to attempt to establish one. We figure for 20 students we're looking at \$20 million to accomplish this.

Mr. BLOUIN. I would think any effort to establish a bilingual pre-school program that didn't have a daily commuting arrangement would have a tremendous amount of local problems.

Mr. COLE. We don't have a problem with the elementary schools—we're talking about the secondary and—

Mr. BLOUIN. Thank you. I have no further questions.

Mr. RISENHOOVER. I would like to ask a question. What about this commuting, you don't have any rooms or anything—you can't get very far.

Mr. COLE. Oh, you mean commuting to school?

Mr. RISENHOOVER. Yes—you're going to have to have boarding schools.

Mr. COLE. Well, when you talk about establishing a school—presently we don't have elementary students that I know of except in unusual cases, special need and so forth that are being taken away from home and educated anyway, only the secondary students. If you set say 20 as the minimum you would offer the secondary program in all cases then we're probably \$20 million away from that although we've got a lot of construction going on the last \$20 million issue. However, then the alternative becomes why, because there's very seldom any roads for commuting back and forth. There are some areas where there's a fairly close range of villages but that's rather hard within an area having a high school—and we thought about it at one time—within a region let's say that there's maybe 10 elementary schools but then there's not any communication link between them. So in order to get the students into that regional we'd have to have some place to board them and keep them say 4 days a week. So I think that link will continue to be a problem, but it will be a much lesser problem than 3,000 students going out of the State or relocating within the State to get an education.

Mr. RISENHOOVER. I'm thinking of a kindergarten student or a first grade student, or especially a preschooler who lives maybe 3 or 4 miles away from the school and it's 40 to 50 degrees below zero—how do they get back and forth to school?

Mr. COLE. I think Sylvia told you what the villages look like—it's not 4 miles away from the school.

Mr. RISENHOOVER. You don't have children coming into the village from the rural areas, they're just right there?

Mr. COLE. Right.

Mr. RISENHOOVER. It's my understanding that everybody associates with one village or another—there are very few instances where there is someone out alone living in an isolated village; right?

Mrs. CARLSON. That's true. I think probably when you get out to the Bethel area you'll have a chance to go and see the outlying areas and see the villages and how they're laid out there.

Mr. MEEDS. I read something about a correspondence school in the State; can you go into that for us, tell us what's happening with it?

Mr. COLE. We have presently about 700 students in elementary and secondary taking correspondence in the State of Alaska. These are

students who are located beyond 2 miles away from a school or the way to the bus route that leads to the school—that's basically what they are. There are other students that may be located closer in but for some particular reason are taking the correspondence. By and large that's the basis on which correspondence has been offered.

During the last legislative session there was a massive change in correspondence in the State, that change established a State central correspondence operation—and it may have no students or it may have a lot of students, because it also allows under local school district control correspondence operations. It funds both of them and says wherever the parent-student deem they want their educational program through local correspondence under planned service—education that's one option; and the other option is directly through the Department. We don't know what that means now in terms of shifting because the Department of Education has been trying to decentralize this program since way back when.

It's hard to say what will happen to this, but there is a guarantee—but over and above that correspondence was not a viable alternative to attending schools—you could attend the local schools up until this last year. This piece of legislation made the correspondence fully acceptable as meeting the mandatory compulsory educational attendance laws of the State.

Mr. MEEDS. The gentleman from Illinois.

Mr. HALL. I have just a couple of questions, Mr. Chairman. We have heard testimony today that the categorical nature of Federal funding encourages fragmentation of effort. We've also heard of unrealistic constraints which I guess is a way of saying the federally funded programs have questionable guidelines. And if for the sake of argument that is the case, what would suggest the Federal Government or Congress do to remedy that situation?

Mr. COLE. We would suggest consolidation of programs which would reduce the number of applications needed. There has been some attempt at that, but I don't think it has been very successful.

Mr. HALL. I would suggest that you consolidate your school programs. What agency is going to give this direction—Department of Health, Education, and Welfare, or do you have a separate agency?

Mr. COLE. No; we would suggest the Office of Education or a reasonable vehicle to do this, because I think there are too many components—all working on different programs and in many cases going in different directions—in fact then unleashed the promulgation of regulations would rein down upon them like a storm.

Mr. HALL. You know in the lower 48 (as they say up here) as the frontier moved westward the one-room schoolhouse and the little red schoolhouse—played a great role in our history. Would not that concept still have merit in these villages that are so far removed.

Mr. COLE. I'm sure we have a lot of little red schoolhouses. We have many, many schools in this State that have no more than 15 students.

Mr. HALL. We're talking about phase A; are we not?

Mr. COLE. Yes; we are.

Mr. HALL. And you feel that a child is emotionally stable and educated enough to take him out of his community and as the saying goes "bus him to a central school" to keep him away from home, you know. Sometimes it could be traumatic. I can understand why a person in

high school would have a considerable problem in his own home State, adjustment, environment. Don't you think at this time it would have merit to consider that for secondary or high school education?

Mr. COLE. Maybe I didn't make myself clear on this before: We are moving as rapidly as we feel we can to get the bond issue through to build local secondary schools. Once this takes place, 20 students or more with the criteria right there we'll have a local secondary school. Then we've been looking at \$20 million or more to achieve that at this point. So we agree with you that education be provided through grade 12 at home.

Now that option has not been an available option up to this point so the next best option is to try to get some educational program somewhere in the State of Alaska—which means flying them, taking them in to where there are secondary programs, putting them in boarding homes, we've even used large dorms. There are many problems with that—we agree with you 100 percent.

Mr. HALL. Is there any church or missionary effort at all with the Natives?

Mr. COLE. I think there has been with the Indians—there appears to have been a rather heavy one—although the enrolment is probably around 3 percent or 4 percent, something like that. That has played an important part in the education of the people in the State, the Alaskan Natives.

Mr. HALL. I have no further questions, Mr. Chairman.

Mr. MEEDS. Thank you very much, both of you.

Mr. BLOUIN. Just one quick question. It's my understanding that in some of the more remote parts of Alaska using the elementary level there are still some students that have to be moved out—is that right?

Mr. COLE. I can't speak for the villages that the Bureau of Indian Affairs may have jurisdiction over but it would not be a common situation. We don't have them in the State program for elementary students.

Mr. BLOUIN. There are no State-supported students that commute to school anywhere in the State on the elementary level?

Mr. COLE. I don't know what you mean by commute.

Mr. BLOUIN. A boarding home or anything of this kind.

Mr. COLE. I don't believe we have any in the boarding home program but I can't speak for the Bureau of Indian Affairs; they may have some.

Mr. BLOUIN. But in your office there aren't any?

Mr. COLE. No, sir.

Mr. MEEDS. Thank you. Are there any other questions?

[No response.]

Mr. MEEDS. Is Mr. Mike Zacharof, statewide Indian education, task committee of St. Paul Island present?

[No response—not present.]

Mr. MEEDS. There being no further witnesses the subcommittee is adjourned.

[Whereupon, at 3 p.m., the subcommittee adjourned subject to the call of the Chair.]